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ABSTRACT

The John F. Kennedy Family Service Center in Boston operated a 3-year experimental project to provide assistance to "hard core" unemployed senior citizens. The participants in the program were interviewed and tested to ascertain their abilities and interests. Vocational counselors then contacted employers to arrange for job interviews and placement. Of a total of 667 persons placed by the Center, 307 were direct placements and 360 persons found jobs by themselves. The project showed that employers can be made to realize that the hiring and retaining of the older worker can be an asset, and that there is a need for more demonstration programs to provide comprehensive supportive services to the older worker. (BC)

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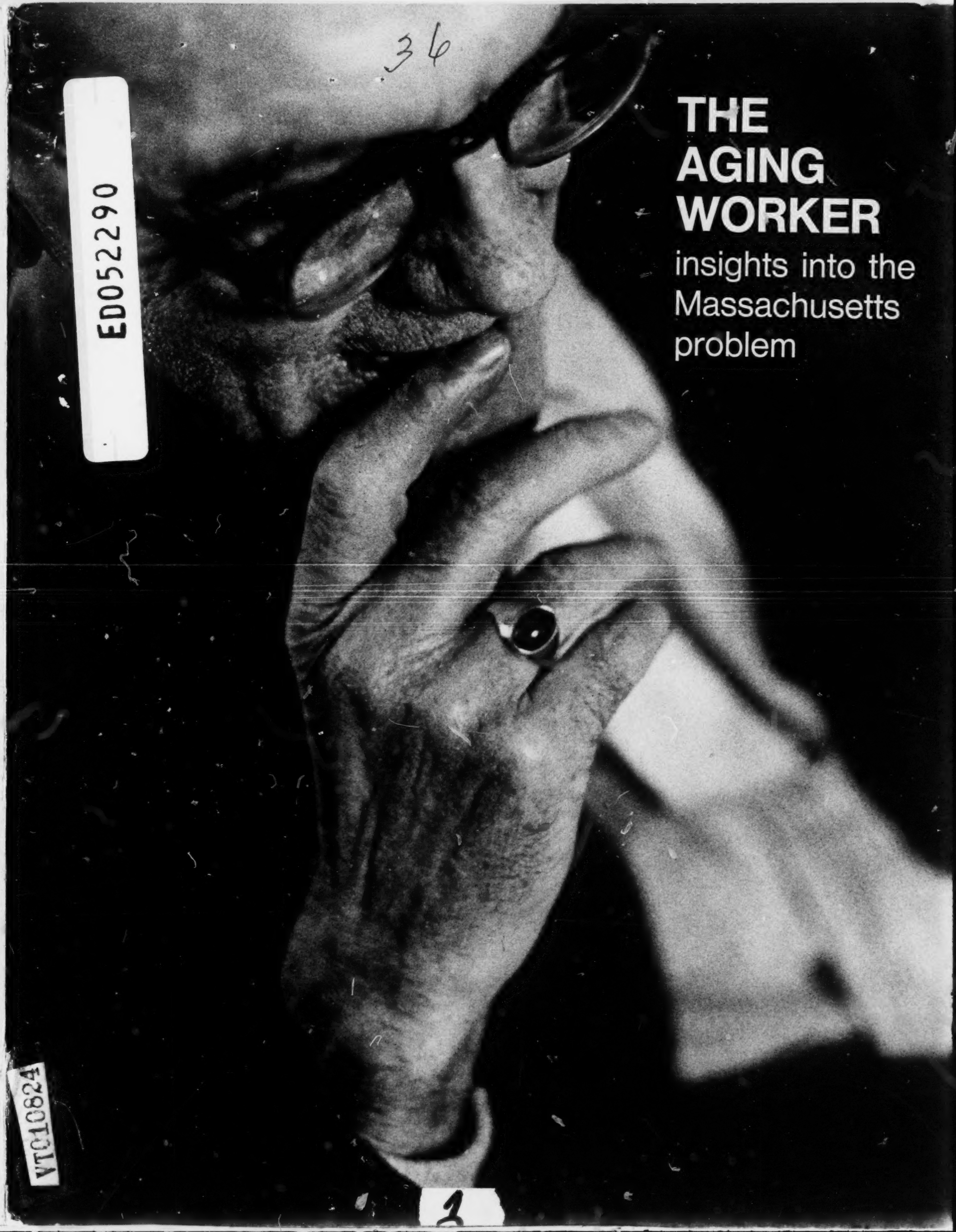

THE AGING WORKER

insights into the Massachusetts problem

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FACTS AND FALLACIES
ABOUT
THE OLDER WORKER

John F. Kennedy
Family Service Center, Inc.

Older Worker Training
and Employment Program

May, 1969

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PREFACE

The final document wrapping up three years experience by the Kennedy Center with the Older Worker Program assumes an untraditional format in that it emphasizes findings, conclusions and recommendations. The reader, therefore, has the opportunity in the first two sections to understand the Older Worker Program's orientation and focus, in addition to a characterization of the older worker based on findings. Recommendations appear in Section II to allow the reader to immediately reflect upon approaches or programs which, capitalizing on experience, are thought to deal with the problem of the older worker more generically. The remainder of the document serves to describe program elements and findings based on particular program experiences.

Statistical analyses and findings, while based on a period from July 1, 1966, to July 31, 1968, are convenient instruments which serve to highlight and verify conclusions that otherwise might have been reached through program service only. Recommendations are based on the program's three years of experience with a wide variety of applicants, techniques, administrative and program inputs and outside arrangements, regardless of quality, quantity, or source.

A description of the interplay of program elements and new procedures and forms refer to the period of July, 1966, to July, 1968. Various contract and program stages and characteristics have been sufficiently explained in previous documents; namely, the Older Worker Training and

Employment Program Final Report, April, 1967,[1] and the Interim Report, January, 1967.[2] Reference to these documents will aid in understanding the historical changes in the Older Worker Program. This document represents the culmination of efforts to understand and find suitable employment for the older worker 45 years and over.

These efforts of the Older Worker Program provide some real understanding of the older worker, not just the usual description of how severe his problems are and the numerous "should do's" which fill the media, reports and supposed innovative programs or approaches. Perhaps it is sufficient that society is aware and concerned, but the solution is far more complex than a program or approach.

Although exemplary efforts have been made by programs such as the Older Worker Program, few, if any, programs in the long term ameliorate conditions sustained by the older worker daily.

In emphasizing findings, conclusions, and recommendations, short comings in the Older Worker Program operation are revealed, which, nonetheless, provide new information, a more accurate perception of the older worker and a direction for recommendations.

The success is qualitative and to what degree only the thanks and requests of new applicants or previous program participants and the number of older workers who have received service serve as an indication.

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[1] John F. Kennedy Family Service Center, Inc., OLDER WORKER TRAINING AND EMPLOYMENT PROGRAM, Boston, Massachusetts; April, 1967; Mimeographed; pp. 209.

[2] John F. Kennedy Family Service Center, Inc., OLDER WORKER TRAINING AND EMPLOYMENT PROGRAM INTERIM REPORT, Boston, Massachusetts; January, 1967; Mimeographed.

I. OLDER WORKER PROGRAM OVERVIEW

A. Introduction

The daily malaise of the older American is often reflected in reduced income, ill health, physical and mental handicaps, difficult living arrangements, loss of family and friends, loneliness and lack of meaningful activities.

Numerous training and demonstration programs have been implemented to tap the potential and resources of the unemployed and underemployed older worker and to forestall future employment handicaps. Yet, with an increasing population, keener competition and the knowledge demanded by advances in technology and automation, growing numbers of individuals fill the lines of the unemployed; countless individuals work in jobs which do not give full potential to their talents, interests and abilities.

The issue of merely finding a job is no longer the single, nor indeed the basic, criterion for any manpower program. Health conditions or medical disability, lack of education, erratic work history, inadequate skill preparation and experience, legal problems and family pressures often prohibit effective and satisfactory employment.

Perhaps the most illusive barrier to manpower development and programs of solution is societal myth--that the older person is not capable of performing tasks that the younger members of the labor market can.

The late President Kennedy once observed, "The great enemy of truth is very often not the lie--deliberate, contrived and dishonest--but the myth--persistent, persuasive, and unrealistic."

Shrouded in myth, the handmaiden of prejudice, the disadvantaged aging represents not just the loss of manpower, but a loss of wisdom and experience that affects the economy, the family, and general societal enrichment.

Suffering the housing plights of urban areas, job rejection and unemployment, and discontinuous and inadequate health care, he stands alone amidst the current urban revolution as but a member of the "silent multitude." Incapable of mounting effective social protest, this "silent multitude" represents a rapidly growing national constituency most generally unnoticed, unheard, untended and often unwanted.

With only a slight exercise of imagination the full force of the problem hits home when one considers that today the older American represents two-fifths of America's labor force.

In most general terms, the causes for unemployment among older workers have been automation, age discrimination, mergers or plant closings, physical and mental competition with younger employees and unwillingness to retrain for new jobs. But, whether it be because of health or changing patterns or employment opportunities, the tragic fact is that these men and women are jobless, and growing jobless in ever increasing numbers.

In Massachusetts, over 50 percent of the jobless men and women receiving unemployment benefits are over 45 years of age, and their chances of getting another job diminishes every day. Less than 20 percent of those unemployed will find a job through state agencies. And less than nine percent will find employment through private employment agencies.

Results of this extended unemployment problem of older workers in Massachusetts will cause reduced Social Security pension benefits upon retirement--thus creating additional future problems for the worker, economy, and society.

Moreover, the older worker unemployment situation will continue to exist in Massachusetts even though classified ads are filled with appeals by business for help. This condition has existed month after month for the past two years in the greatest economic boom in Massachusetts history.

This state of labor supply and demand has also had an important influence on employer hiring policies in the past two years. Restrictions such as pension, insurance, and health plans, forced retirement, and age have been relaxed or overlooked in skilled, semi-skilled, clerical, manufacturing industry, semi-professional and with the traditionally lower paid retail sales and services.

In addition to the aforementioned market conditions, the older worker has an unreal and misplaced understanding of and belief in what his capabilities are and the potential he believes needs development. Thus, a Gordian Knot has occured in which the employer, while in need of manpower, cannot and does not want to see what the older worker has to offer and the older worker, while in economic and general environmental distress, offers more than he is capable of delivering. Even if there is an older worker willing to accept a demotion in terms of salary, position and responsibility, the employer will select a younger person instead of a qualified older worker.

B. Measurable Orientation

The John F. Kennedy Family Service Center, Inc., under two contracts with the United States Department of Labor, has devoted the better part of three years in the study of the problems of older workers as part of a seven-city demonstration project of the U. S. Department of Labor. Gainful employment has been found for 983 individuals out of 1,119 applicants, but in comparison to the level of unemployment in the Commonwealth of Massachusetts, the job ahead is still unchallenged.

The success of the Kennedy Center's Older Worker Program must be attributed in large measure to the multi-service context which provided complementary service in family counseling, mental health consultation, recreation, legal assistance, and general social service. The unemployed older worker is not simply regarded as a placement problem. The Center is concerned with all the elements of his life that could possibly militate against his satisfactory reemployment.

Cost Benefit Analysis

One measure of the "success" of the Older Worker Program is the ratio of the benefits both qualitative and quantitative to the participants of the program to the costs of the program.

Qualitative benefits include increased confidence, increased ability to cope with the environment, and general improvement in the "quality" of life. The quantitative benefits are simply the increments to income that resulted from participation in the program. If the sum of the benefits of the program exceeds the costs, then the program has justified its existence in terms of its contribution to the social and economic well being of the populace.

The increased motivation and confidence of an unemployed older worker, who has been placed in a suitable job by the Older Worker Program, is clear to his friends and family but impossible to measure or quantify in any meaningful fashion. Only the quantitative benefits of the program can be measured in the benefit-cost ratio. It is important to bear in mind that this ratio underestimates the "true" value of the program, for it does not include the general improvement in the "quality" of life of the applicants.

To implement the measurement of the benefit-cost ratio, the following methodology was utilized.

The entire population was stratified into three groups: directly placed, indirectly placed, and case closed as of the end of the contract. The direct and indirect placement groups were still employed as of July 31, 1968, while the case closed group included applicants who had been placed during the contract period.

A random sample of 16 percent of the population in each stratum was made to obtain the following data:

Income before placement
Income after placement
Length of employment

The sample data were calculated to yield the following information for each stratum:

Average monthly income before placement
Average monthly income after placement
Average tenure on the job

The sample results were then expanded to the entire population. (See Formula A, Appendix I, for calculations relevant to Table I and following statement.)

TABLE I

Status as of July 31, 1968	Number in Population	Number in Sample	Average Monthly Income Before Placement	Average Monthly Income After Placement	Average Length of Time on the Job (Months)
Direct Placement	84	10	$108	$358	11.4
Indirect Placement	183	29	$84	$393	15.2
Case Closed	327	60	$67	$212	5.0
TOTAL:	594	99			

The benefits of the program exceed the costs by 344 percent. In addition, this measure only indicated the yearly level of benefits to the recipients, and not the lifetime earning increases to the recipient. Thus, the benefit-cost ratio is underestimated; for many of the applicants will continue to maintain their present level of income for the remainder of their working lives.

For example, if it is assumed that, on the average, ten percent of each stratum will maintain their jobs for five years at the average monthly income predominative for that stratum, the additional benefit-cost can be calculated via the Formula B in Appendix I.

Thus, even after the very consentive hypothesis of a job retention rate of only ten percent, the Kennedy Center's Older Worker Program has a benefit-cost ratio of 4.38; that is, the benefits of the program exceed its costs by 438 percent.

If the most optimistic assumption were made of 100 percent retention, the benefit-cost ratio would be 4.38; that is a return of 438 percent for every dollar spent on the program.

Of course, the methodology utilized in these calculations is only a rough approximation of the true benefits of the program. However, the calculations do verify the fact that the Kennedy Center's Older Worker Program has "succeeded" to a large extent in fulfilling the needs of its applicants.

C. Program Focus

Within the framework of the multi-service center and guided by realistic goals and a substantial program format, the Older Worker Program has been able to deliver employment services, while bringing to bear family counseling, legal assistance, mental health consultation, recreation, social services, and other welfare services to the total resolution of individual problems.

The Kennedy Center, through the Older Worker Program, offered employment services to:

- those who were unemployed;
- those who were not working at their highest level of skill;
- those who were handicapped by lack of job training or experience or have no marketable skill; and,
- those whose educational preparation, work attitudes or personal problems made maintenance of steady employment difficult.

The goals of the Older Worker Program were designed to:

- locate, identify, and attempt to activate adults (45 years and older) toward reemployment;
- direct those older workers, whenever necessary, to work preparation, training, and retraining which will enable them to reenter full-time employment;

- place older workers in permanent jobs commensurate with their abilities and skills;
- open up new jobs to older workers by taking advantage of new training and employment opportunities that can be developed directly or indirectly from Boston's diversified labor market;
- demonstrate multi-service center concept can improve the older worker employability by providing psychological counseling and health and welfare services;
- provide counseling and employment services to persons over 62 who may be on Social Security or pension and seek to supplement family income on a part-time basis without jeopardizing retirement benefits; and,
- demonstrate the effectiveness of innovative group techniques in increasing the employability of white-collar unemployed older workers by organizing them into an effective self-help job development and placement organization.

The Older Worker staff has been able to:

- deal with personal and family problems affecting employability;
- evaluate the work capabilities and potential of the older worker;
- counsel and place the older worker into gainful employment;
- investigate the real and imagined employment barriers to hiring the older worker;
- deal with and ameliorate personal and emotional problems evidenced by "hard core" applicants; and,
- recommend solutions in placing the older worker into gainful employment.

In the course of delivering employment and counseling services, the Older Worker Program practiced a two-dimensional approach to the unemployed older worker:

- within the traditional framework, provision of MDTA, basic education programs, adult education and job placement programs; and,
- within the restructured framework to deal with the "hard core" applicant, one who does not fit into the traditional labor market due to the severity or chronicity of his problems.

Age, lack of education, training, skill, experience, ability to adjust, lack of confidence, lack of knowledge of reentry into labor market are the usual marketable dimensions which the employer and older worker believe are the older worker's barriers to effective job placement and performance.

Yet the Older Worker Program's three years of experience have uncovered the roots of these dimensions as delineated by the following "hard core" characteristics:

- alcoholism;
- physical disability;
- mental disability;
- emotional problems; and,
- questionable employability age (over 72, physically unable to work), language barrier, unmotivated, unrealistic restrictions regarding hours, salary and location, police record, poor work history, lack of experience, unstable work history.

The Older Worker Program has determined that 310 or 48.44 percent of its 640 registered applicants and 26 out of 32 or 81.25 percent of the unregistered applicants fall within one or more of these "hard core" categories.

The remaining 330 or 51.56 percent of the applicants to the Older Worker Program are categorized as regular applicants with age, skill level, lack of confidence and lack of knowledge of reentry techniques into the labor market being their only barriers to securing employment at every skill level.

D. The Older Worker

For purposes of exposition, the applicants and enrollees to the Older Worker Program have been categorized as comparison and target groups. The target group represents a selected geographic location within the city of Boston, while comparison refers to all other persons applying to the program.

The typical Older Worker enrollee to the Kennedy Center's Older Worker Program is sixty years old, has had 11.2 years of education, is earning on the average of $75 a month, has been unemployed for twenty-six weeks prior to application, and has held an average of two jobs in his working career.

The skill level data, presented in Table II, indicates that the enrollees in the program have the skills that are most in demand in today's economy; namely, professional-managerial, semi- and skilled labor, and service skills. Twenty-two (22) percent of the enrollees were classified as "unskilled," a sector for which demand is being drastically curtailed. Although most applicants have varying degrees of "hard core" characteristics, as noted in later discussion, these unskilled individuals, having the severest "hard core" problems, evidenced the greatest need for job retraining, counseling and multi-services. Thus, these data indicate that in spite of relatively high education and skill levels the average enrollee has had an unsuccessful employment history.

TABLE II

Skill Level (Total Population N=640)

OCCUPATION[1]	PERCENT PRIMARY OCCUPATION	PERCENT LAST OCCUPATION
Professional Managerial	8.9	7.7
Middle Managerial	9.4	10.8
Clerical and Sales	10.8	10.8
Skilled	5.6	5.0
Semi-Skilled	9.5	8.0
Menial Clerical	16.2	15.0
Service, Protective, Health	3.6	3.6
Service, Food Processing	4.5	4.7
Service, Building	9.5	11.7
Unskilled	22.0	22.7
	100.0%	100.0%

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[1] The major occupational groups of the Dictionary of Occupational Titles were expanded to closer define the actual occupational areas in which the applicant was engaged. For example, Dictionary of Occupational Titles category. Clerical and Sales was broken down to include Menial Clerical. Service Work was broken down into the following service groups: Service, Protective, Health; Service, Food Processing; and Service, Building. Appendix II will show the Dictionary of Occupational Titles major occupational groups and the skill levels established by the Older Worker Program.

Table III provides a partial explanation for this incongruity; only 52 percent of the enrollees in the program were free from the emotional, mental, physical, and attitudinal problems. "Hard core" characteristics were determined for 48 percent of the enrollees in spite of high skill and educational levels.

TABLE III

"Hard Core" Characteristics N=640

Non "hard core"	51.56%
Alcoholic	14.54%
Physical disability	18.58%
Mental disability	1.72%
Emotional disability	5.00%
Questionable employability	8.60%
	100.00%

A comparison of the characteristics of the "hard core" and "non-hard core" recruited by the program reveals that the average "non-hard core" enrollee is sixty years of age, has completed 11.7 years of school, has an average monthly income of $90, has been unemployed for twenty weeks, and has held a job for an average maximum of 14.21 years. While the average "hard core" enrollee is sixty years of age, he has only completed 10.6 years of school, has an average monthly income of $60, has been unemployed for thirty-three weeks, and has held a job for a maximum of 12.6 years.

Furthermore, Table IV indicates that there is a significant difference in the primary occupation skill levels of the "hard core" and "non-hard core" population. While 42.1 percent of the "non-hard core" have primary skills in the highly desired professional and managerial, middle managerial, clerical and sales, and skilled levels, only 26.8 percent of the "hard core" possess these primary skills. Similarly, while only 16.4 percent of the "non-hard core" are in the unskilled category, 28.1 percent of the "hard core" are found in this sector.

TABLE IV

Comparison of Skill Levels of "Hard Core" and "Non-Hard Core"

	Percent "Non-Hard Core" N=330	Percent "Hard Core" N=310
Professional Managerial	10.6	7.1
Middle Managerial	11.8	6.8
Clerical and Sales	13.9	7.4
Skilled	5.8	5.5
Semi-Skilled	7.3	11.9
Menial Clerical	19.4	12.6
Service, Protective, Health	3.6	3.5
Service, Food Processing	3.9	5.2
Service, Building	7.3	11.9
Unskilled	16.4	28.1
	100.0%	100.0%

While there are no significant differences in the mean age and education level of the "hard core" and "non-hard core" population, significant differences occur in that the "hard core" applicants have been unemployed for a longer period of time; have a lower level of income; and have a shorter employment history than the "non-hard core." They also have a lower level of primary skills than the "non-hard core."

A significantly higher incidence of "hard core" characteristics appeared in the target population, i.e., 54 percent of the target group had "hard core" characteristics, as opposed to 46 percent in the comparison group. Moreover, the "average" target enrollee was 57 years old, completed 9.7 years of education, earned an average of $55 a month, had been unemployed for twenty-eight weeks before entering the program, and had been employed for an average of 10.3 years in his working career. The average comparison enrollee, on the other hand, was 60.5 years old, completed 11.9 years of education, had an average monthly income of $80 a month, had been unemployed for an average of twenty-four weeks, and had been employed for an average of 14.84 years. The average target enrollee is less educated, more disadvantaged, and has a less stable work history than his counterpart. As indicated in Table V, there is a vast difference in the primary skill levels. Only nine percent of the target group had skills in the professional managerial, middle managerial, clerical and sales, and skilled levels, while 46.2 percent of the comparison group had skills in these desirable occupations.

TABLE V

Skill Level--Primary

	TARGET %	COMPARISON %
Professional Managerial	0.5	12.7
Middle Managerial	2.0	12.7
Clerical and Sales	2.5	14.5
Skilled	4.0	6.3
Semi-Skilled	6.0	11.2
Menial Clerical	16.2	16.2
Service, Protective, Health	6.5	2.4
Service, Food Processing	4.5	4.5
Service, Building	19.1	5.2
Unskilled	38.7	14.3
	100.0%	100.0%

Particular "hard core" problems (see Table VI) were evidenced in the target group, viz., a severe incidence of alcoholism and a significantly higher level of attitudinal factors, placing them in the "questionable employment" sector.

TABLE VI

Percent of Distribution of "Hard Core" Characteristics

	N=199 %	N=441 %
Alcoholic	19.6	12.3
Physical Disability	20.1	18.0
Mental Disability	2.0	1.6
Emotional Disability	4.0	5.4
Questionable Employment	8.0	8.8
Total "Hard Core"	53.7	46.1
Total "Non-Hard Core"	46.3	53.9
Total Population	100.0%	100.0%

To summarize, of the 640 enrollees, 330 were "non-hard core" and 310 had "hard core" characteristics. Similarly, out of the 640 enrollees, 199 were from the target group and 441 were from the comparison group. The incidence of "hard core" characteristics was, generally, significantly higher in the target group. Furthermore, there was a severely high incidence of alcoholism among the target group. On the average, the "hard core" enrollees had a poorer work history and were more disadvantaged than the "non-hard core" enrollees, despite the fact that both groups of enrollees had strikingly high levels of education.

Statistics describing the total population are found in Appendix III.

II. RECOMMENDATIONS

With the body of this document describing the completed Older Worker Program in its particular functional parts, these recommendations emphasize that the problems besetting the older worker are not solved, and that no one approach will suffice in the solution. However, based on experience, certain elements must appear in any program or approach in order to deal comprehensively with the older worker; earlier program intervention must address itself to those as young as 21 years of age; and provision must be made for those who will never be able to enter a competitive labor market, yet who want to and can still make some productive contribution in a therapeutic environment.

A general statement representing generic elements applicable to any older worker program will be followed with specific service, program and/or setting recommendations which taken separately or coordinated into an inner city, state or regional manpower framework would serve to begin the difficult task of replacing the older and aging worker into American society.

Past experience in manpower programs has demonstrated the distinct advantage of a multi-service approach to the satisfactory and gainful employment of this age group. Within the multi-service framework with qualified personnel, the applicant 45 years of age and older needs counseling and placement with a new understanding of program techniques and personnel and revision of the applicant's attitude toward himself, his job role and his abilities. The counseling and placement process includes the resolution of short-term problems and continuous services for long-term difficulties in order to help the older worker adapt and adjust to the competitive labor market.

New counseling techniques (individual and group), new health components (mental and physical), and training facilities, half-way houses, retirement programs provide innovative directions toward the adjustment and personal fulfillment of this applicant.

Identification, assessment, evaluation and rehabilitation of the older worker before placement into gainful employment is a program necessity. Comprehensive health services, including medical, surgical, psychiatric and dental care, need to be available to the older worker applicant.

Individual motivational levels require examination to determine factors which inhibit the older worker from taking advantage of training or employment opportunities. Based on this assessment, such techniques as the use of teaching machines and group therapy need to be utilized and evaluated in their success in motivating the reorienting the older worker to the need for a productive working life.

Retirement counseling for those applicants who find it difficult to adjust to being unemployed needs to be incorporated. Applicants would benefit from intensive counseling regarding available part-time jobs, hobbies and other culture and leisure time services and activities.

Crucial to the effective placement of the older worker is a responsive and accepting attitude on the part of industry. Any program must engage the interest and participation of relevant programs for hiring and retraining the older worker in light of company policy and attitude toward this worker, reflect attitude changes on the part of both the employee and the employer and evaluate the job effectiveness, stability and performance of an older worker in this situation.

General Employment

The older worker has been isolated even in terms of special programs geared to serve his employment needs. Yet the problem of unemployment and underemployment occur in many cases earlier than the artificial age distinction of 45 years of age.

General employment services, beginning with any individual 21 to 44 years of age, who requires training and job placement and more particularly medical and health assessment and counseling with psychiatric or psychological aid, begin the real attempt to forestall the aggravated problems which occur in later life. The outreach aspects of the general employment approach needs considerably more attention and staff effort because these individuals are more difficult to identify; most are not aware of the seriousness of their problems, and they are still young enough to get any kind of job. Certain groups will readily qualify for any program, e.g., those currently employed as casual laborers. Others who are employed full time but are working below their capacities will be more difficult to reach.

Counseling and testing programs would be modified and adapted to take into account the life style and experiential history of the applicants. A greater emphasis would be placed on non-verbal testing and other tests not subject to culture bias. Because of the client's work habits, work experiences and attitudes, the style and tempo of the interviewing procedure and counseling process would take into account the many additional factors which have to be considered and assessed (e.g., feasibility of formal training vs. on-the-job training, advisability of returning to school when balanced against family and home responsibilities).

The placement aspect of an employment program would include intensive follow-up; the most significant variable is the quality of the placements effected. These services would include those individuals not participating in any of the special employment programs or projects instituted to deal with particular employment problems encountered due to age, physical or mental disability or other relevant personal factors.

Program techniques for upgrading underemployed personnel would involve such training programs as Manpower Training and Development Act, On-the-Job Training, vocational guidance and counseling, basic education, adult training courses, utilization of scholarships and federal grants and referral to both vocational and academic programs at local universities and vocational schools or private institutions.

Special methods would be utilized for the unemployed "hard core" applicant whose difficulty may be related to a police record, alcoholism, lack of motivation, emotional, mental or physical disabilities. Mental and physical health services, legal assistance, special testing, job development, placement and follow-up would be geared to meet the special difficulties of the "hard core" applicant 21 to 44 years of age as he seeks reentry into the labor market.

The applicant in search of part-time employment, whether a housewife, a student, physically disabled person, or one in the process of recuperation and rehabilitation, would receive vocational training, adult education, and will be encouraged to participate in community activities or an existing sheltered workshop, e.g., Morgan Memorial or PACE Industries in Boston.

The possibility of the use of the computer to assist in the matching of applicants with fluctuating labor market demands might be a fruitful area for investigation. If feasible, this would:

- allow for more systematic study of the characteristics of the match and mismatch process in employment;
- effect the study of gainful employment on other parameters of the life situation, e.g., parent-child relations, marital discord, general health status;
- characterize those companies where employment stability occurs, e.g., size, pension policies, participation in fringe benefits, kind of work, opportunities for advancement, location of company from home; and,
- allow the development of networks of such data banks for regional comparisons and application.

Cooperative Occupational Opportunities Program

The everyday experience of attempting to find suitable and stable employment for individuals with one or more chronic physical and/or emotional difficulty or those able-bodied retirees in need of supplementary income or assistance with retirement adjustments necessitates a community workshop environment to halt their productive loss to the labor market. Such a community workshop would provide employment for those who can work on a full- or part-time basis, at their own pace and according to their own interest and ability in a supportive atmosphere.

This community workshop or a Cooperative Occupational Opportunities Program would include such elements as:

- the provision of employable skills for continued work in the workshop or for outside employment;
- therapeutic assistance (both individual and group) and training to those with limited ability due to alcoholism, mental illness or physical retardation or disability;
- work evaluation in determining motivation for work and type of work applicants are interested in and capable of performing;
- development of work habits and attitudes in a non-threatening situation in order to return those able to gain employment in industry;
- training and retraining applicants who can learn specific marketable skills enabling them to take regular employment or participate in the ownership of one of the "Coop" ventures or participate in any community service program; and,
- extension of full-time or part-time employment within the program on a continued basis at a minimum wage for those who will never be able to return to regular employment.

Follow-up and supportive services such as social services, family counseling, legal aid, psychological and medical care and any other multiple service would assist the "Coop's" staff in the resolution of those problems which in fact necessitated the establishment of this workshop.

Close liaison with local industry and business would permit employer-employee evaluations and better determination of the capabilities and performance of these workers. Local businesses could offer support in subcontracting various jobs, such as general bench assembly work, general office procedures including collating, filing, bookkeeping, typing, mimeographing, etc. Profits from subcontracts would provide supplemental wages insuring a minimum wage for employees. Candy making, candle-making, woodworking, etc., would also provide a source of income when sold by "Coop" owned retail outlet or through business outlets. Cafeteria services, general cafeteria work and related service occupations would be included.

Elderly shut-ins could be offered simple piece work (jobs which would be distributed by "Coop" and assembled in their homes). They could also be encouraged to use leisure time skills, such as knitting, sewing, crotcheting, embroidering, etc., to produce items to be sold by the "Coop" outlet. The proceeds for the sale of these items would provide supplemental income for the shut-ins.

In addition to the economic aspect, the shut-ins will derive self-esteem, a feeling of adequacy, better inter-personal relationships and an increased zeal for living.

Personnel

The best program and approach falls far short of intended goals if qualified and sensitive personnel are not equipped to deal with the complex factors surrounding the employment of the older and aging worker. The economics of the labor market are not merely an issue since the mere fact of age and all its attendant social, physical, and psychological variables affect how one will work and at what one is able to work. A job counselor who understands the labor supplies and demands is not effective, if he does not understand the necessity for social services referral or internment in a half-way house before a job applicant can be sent out to work.

This final document aptly records the number of applicants who were placed and who quickly terminated because they were not identified as "hard core" under the initial program orientation. Based on this telling experience, specific pre- and in-service orientation must be conducted for any and all personnel participating in an older worker program. Moreover, professional staff such as psychiatrists, psychologists, gerontologists, and specialized social work emphasis must be built into programs for the older worker as most of his difficulties in finding and holding employment are related to issues of age.

The contribution the older or aging individual can make in case finding, pre-counseling interviews, follow-up and related administrative tasks in an employment program has yet to be tested.

Neighborhood Adult Corps

A Neighborhood Adult Corps would permit adult work crews to service the community or other non-profit local activities. This Corps would be especially pertinent to the "hard core" unskilled since it would generate renewed interest in productive contribution to the community, provide personal satisfaction through accomplishment and would begin the development of work discipline in a mutually supportive atmosphere under the direction of an indigenous crew leader.

Human Relations Training

Supervisors, foremen and union representatives of small and medium sized companies are important mediators of support, intervention and early case finding in the life of its employees, particularly the older workers. Education through human relations training programs should apprise these personnel of the basic needs and attendant problems of the older worker. Their unique organizational position should permit the effective incorporation not only of employment training programs, but also of social and mental health components for the securing and retraining of competent, healthy older workers.

Older Worker Institute

The Older Worker Institute should constitute a forum of successfully placed and satisfied older workers. It should explore and analyze the factors contributing to change in work motivation and attitudes of the older worker and the impact on and response of the employer to competent, productive older workers. Management, executives and union representatives should be invited to participate as observers, lecturers or as recruitment officials.

Training Program for Engineering, Electronics, Retail and Machine Shop Industries

Through a community multi-service center, such as the Kennedy Center, or employment program, an ad hoc training program for engineering, electronics, retail and machine shop industries would meet the demands for skilled labor. Those industries in short supply of labor might submit their requests through a central local, state or regional office for such labor. If sufficient interest is evidenced, courses could be devised quickly and economically. Moreover, due to this relationship between an employment agency and industry, the older worker would be guaranteed a job once he has successfully completed the course. This kind of approach would also permit the relocation of able older workers to move to those areas where employment would be guaranteed.

Half-Way House

The creation of a special unit where anyone in a particular community suffering the ill effects of an alcohol drinking experience would permit treatment, observation and rehabilitation. Cooperating community agencies and facilities might be prepared to take on this individual after his stay in the half-way house with environmental adjustment and employment. This facility would not be available for alcoholics alone but for anyone who cared to come or is brought. The unit would be open only in the evening hours for maximum but not complete coverage and would require personnel sufficiently sophisticated medically to know when to send the person with impending delirium tremors or other problems to the local participating hospital.

Local health facilities must be utilized especially since the treatment requires regular visits to a clinic for fairly long periods of time. If the community sees health in action on behalf of the alcoholic patient directly, the "feedback" effects in requesting help sooner and a more helpful treatment prognosis may become the expectation. This unit must be located in the community, otherwise it loses its purpose.

The entire thrust of the alcohol problem approach must rely on early casefinding, prevention and community involvement.

Institute on Industrial Gerontology

An Institute on Industrial Gerontology would constitute an interdisciplinary and broad institutional commitment to applied research and professional training in the field of Industrial Gerontology. This university-based Institute, with participation from industry and community agencies, would begin the necessary task of searching for answers to job redesign, preparatory retirement counseling, health conditions affecting employability, cost factors in pension and insurance plans, production capacities, motivational and attitudinal factors and sensitive personnel and management practices.

III. ADMINISTRATION

Appropriate reference may be made to the Interim Report and the Older Worker Final Report for specific explanation of staff, administration, procedures and forms.

New approaches or techniques are woven into those sections where they function as part of the program operation rather than isolating them artificially in this section. Of particular note are the new recording forms and procedures developed and expanded to assist the Employment Counselor in his evaluations. Under the supervision of the Kennedy Center's Associate Director, a clinical psychologist, meetings were held with the counselors. From these a more technical and detailed interviewing and counseling method evolved. The counselors made a concerted effort to relate carefully the employment situation to the applicant's ability and interest.

Two systematic methods provided information concerning the employability and employment stability of the older worker and enhance the compilation of employment data on the older worker. The classification of direct placements included a complete work record of each applicant; a chart with the name of applicant, date of interview, date of placement and name of employer with whom placed and a cross check of this system by recording this information in a central office card file, and the incorporation of simultaneous entries from the vocational counselor's interview sent directly to the central office file.

A Standard Operating Procedure Manual provided a set of reference guidelines for the vocational counselors and other staff members in establishing operational procedures for intake, counseling, placement, status, follow-up, classification, referral procedures, record keeping, job listings, and other policies.

A copy of this manual appears in Appendix IV.

A consultant is running a logistic regression to predict the probability distribution of a person being placed given certain characteristics such as age, sex, residence, and skill level. The regression will serve the following purpose:

- it will predict which characteristics mitigate against a person being placed; and,
- it will predict which characteristics give the highest probability of placement, thus, the regression will serve as both a predictive and explanatory model. The particular form of the model will, of course, be a function of the "goodness of fit" of the alternate schemes.

IV. RECRUITMENT

The recruitment for the Older Worker Program within the Charlestown area was instituted soon after the opening of the Kennedy Center and continued through the following channels until the program's termination.

All community facilities and personnel were notified. Information regarding the project was given to the Federation of Charlestown Organizations, a fifty-member organization of the district's six churches, together with the social, veteran, business, union, fraternal and service groups.

Announcements were made from the church pulpits, and the church bulletins described the program in full. Placards describing the project's employment services were placed in church lobbies, meeting halls, the public housing project, banks, schools, store fronts and other trafficked locations.

News releases and articles in the local and metropolitan newspapers highlighted the activities of the project. Of particular impact were the person-to-person communications and discussions initiated by the enthusiastic and satisfied applicant.

"Ability Is Ageless" Conference

The Kennedy Center, in cooperation with the U. S. Department of Labor, conducted the ABILITY IS AGELESS Conference at Boston College on June 18, 1968.

Massachusetts Governor John A. Volpe opened the Conference with "It is time that we consider the elderly as a resource rather than a problem." He stated further that "It is apparent that much constructive effort and pioneering activity are going forward at the Kennedy Center in the quest for the improvement of our rapidly changing urban America". As the concluding speaker, Boston Mayor Kevin H. White offered the support of City Hall and said " . . . we can hope with some sense of optimism to transfer today's rhetoric into realistic employment programs for the workers of tomorrow through programs like the Kennedy Center's."

The participants were prominent businessmen, legislators, union representatives, educators, medical authorities, and state, local and federal government officials.

The day-long Conference enabled the discussion and analysis of the techniques and new avenues of cooperation between major institutions and agencies for improving the employability of the older worker.

The Conference participants responded to the deepening concern that various institutions and agencies have for older workers who seek employment in the face of such obstacles as age, premature forced retirement, limited job opportunities for those over 45, poor health, lack of confidence, or inability to adjust to new work situations and ignorance of the techniques for smooth reentry into a competitive labor market.

As new service systems were explored that would effectively deal with this ever expanding problem, traditional policies, current thinking and program operations and myths regarding the older worker were challenged.

With the program keynote that today's public and private agency and institutional programs are insufficiently adaptable to these problems, corollary questions, working solutions and thoughtful observations and conclusions summed up the Conference's probe of today's older worker issues.

Conference publicity brought new applicants to the program as well as interested industrial and institutional personnel who were unaware of available older worker programs in the greater Boston area or of those individuals working with the older worker. Moreover, the Conference participants stated that they had an opportunity to hear different viewpoints with regard to the problem of the older worker and to air some concerns in this public forum.

An "Ability Is Ageless" report is currently in production and will be disseminated nationally to further enhance continued discussion and awareness of those working in the interests of the older worker, and of programs and issues relevant to his employment situation.

Unregistered Applicants

During the last eight months of the Older Worker Program, initial interviews were conducted by a psychological counselor. These interviews revealed Older Worker applicants as being in extremely poor physical and mental health prohibiting acceptance for job counseling and placement.

A total of 32 unregistered applicants, 22 or 69 percent male and 10 or 31 percent female, were offered multiple services but did not accept any long-term assistance.

"Hard core" characteristics included, in order of highest occurance, alcoholism, mental disability, physical disability, and emotional disability which represents 75 percent of the unregistered applicants.

Sixteen percent were not interested in any program assistance and 3 percent came to the Center only to become eligible for other benefits such as unemployment compensation.

Questionable employability, e.g., senility and lack of motivation, accounted for six percent of the unregistered applicants. Table I reveals the reasons given by the applicant for not registering with the Older Worker Program.

TABLE I

REASON FOR NOT REGISTERING	NUMBER	PERCENT
Would not comply with social service referral	6	19
Evaluation by social services--unemployable	13	41
Inquiring	2	6
Seeking assistance other than employment	2	6
Comply with DES for unemployment benefits did not want employment	1	3
Advised to return to present position	1	3
Wanted to continue with unemployment benefits	1	3
Awaiting medical evaluation	1	3
Not interested	5	16
TOTAL:	32	100%

Here lies perhaps the most frustrating element of any program geared to finding employment for the older worker since the unregistered applicant will not accept any mutliple service to aid in his rehabilitation.

V. JOB DEVELOPMENT - EMPLOYERS ACCEPTANCE OF THE OLDER WORKER

In the early months of the Older Worker Program, job development was accomplished in part through a direct form letter (Appendix V). During the first six months of the Program over 500 companies received a letter explaining the Older Worker Program and job order requests for qualified older workers.

The response from 255 companies produced 2,355 positions available for qualified older workers. Unfortunately, the distribution of jobs developed was not congruent with the distribution of primary skill levels of the enrollee. For example, while 116 applicants had primary skills in the professional, managerial, and middle management levels, only 20 positions were developed in these skill areas. In addition, many of the applicants who did qualify by skill level were rejected because of age, health, or other "hard core" characteristics.

The follow-up with personnel interviewers generally indicated one of the following reasons for the rejection of skill qualified applicants:

- applicants could not pass a company physical; and,
- positions in which the applicant was qualified for had been filled.

Further investigation by the Older Worker Staff with insurance and banking organizations led to the underlying reasons for skill qualified applicants rejection. Pension, insurance costs, mandatory retirement and company rejection policies were cited as reasons for not hiring Older Worker applicants especially those with "hard core" characteristics.

However, one executive stated that because of the tight labor needs in the Greater Boston area many companies were hiring older workers especially in clerical and menial clerical positions. This executive explained that accepted applicants were generally under 60 years of age and did not evidence any "hard core" characteristics.

A study conducted by a local insurance company on recently hired older workers shows:

1. The retention rate for males and females in both clerical and non-clerical positions was three times better with hirees over age 50 than it was for the total company.
2. Absence of both males and females was considerably less for over age 50 than for the companies experience overall.
3. Duration of absence, by males hired for both clerical and non-clerical positions over age 50 was for a shorter term. Females hired for clerical positions experienced a slightly higher duration (ten days vs. nine days per year) than the company average, but those in non-clerical positions provided more favorable experience than the female counterparts in similar type assignments.

This study reinforces the high stability ratio of older workers who were "non-hard core" direct and indirect[1] placements.

Additional studies have shown the productivity of older workers equivalent to that of younger employees.

It was the consensus of the Older Worker staff that job opportunities did not materialize and employer attitudes changed because of such productivity studies.

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[1] i.e. Kennedy Center placed and "found jobs themselves" respectively.

The Older Worker Program conducted follow-up interviews with personnel executives on terminated employees which indicated that productivity studies were irrelevant because they were done on older workers who remained employed and were, therefore, available for survey and likely to have been so selected as to offer equivalent productivity.

Heavy unemployment of the older worker as a group in Massachusetts also testifies to the likelihood that those not employed were less productive than younger workers.

Thus, the Older Worker staff after evidencing the job developing difficulties facing the "hard core" older worker and the retired older worker or the older worker who is close to retirement age, undertaken in June of 1967 a more personalized job development methodology for all applicants.

The case study of Mr. B. represents the successful method of job development and placement utilized by the Older Worker staff from June of 1967 through July 31, 1968.

CASE OF MR. B

Mr. B, a sixty-one year old male, was referred to the Older Worker Program at the John F. Kennedy Family Service Center, Inc., by a local rehabilitation agency. Aside from chronic alcoholism, Mr. B has no other disabilities and is assessed as being in extremely good physical condition.

HISTORY OF EMPLOYMENT AND ALCOHOLISM

The Older Worker Program Director discussed in detail Mr. B's alcoholic problem and its influence on his unstable work habits and poor job performance. The multiple services of the John F. Kennedy Family Service Center, Inc., and the special procedures utilized to help him find employment were explained.

Mr. B worked as a clerk accountant in a prominent Boston bank for 17 years before he joined the U.S. Army in 1942. Upon his discharge in October, 1945, Mr. B lived on his savings and drank heavily. Lacking funds in April, 1946, he sought employment and was hired as a porter for a large Boston firm where he remained for seven years. Since 1953, he has worked as a houseman in a Boston hotel for two years, and has had other similar jobs for shorter periods of time.

Mr. B's drinking first became a problem in 1940 and grew more severe after his discharge from the Army in 1945. His heavy drinking resulted in job losses and an inability to function in or maintain any job. His single status and loneliness was and has been a factor in his drinking behavior.

Mr. B was referred by the Older Worker Program Director to the Kennedy Center's Social Service Department for pre-placement evaluation which revealed that Mr. B had ego strength and was well motivated for employment. Employment was recommended under minimum pressure conditions.

JOB INTERVIEWING AND TESTING

Mr. B was most cooperative and confident of his ability to learn whatever job was offered to him. Various occupational tests and the Kuder Vocational and Kuder Personal were administered. (The Wonderlic was not given because General Aptitude Test Battery (GATB) Scores were available. He received a G-score of 98, indicating average intelligence.)

The Kuder Vocational revealed a preference for working with machines and tools and activities requiring precision and accuracy rather than activities involving abstract reasoning and computational skills. The Kuder Personal verified preference for working with things rather than ideas. He preferred working alone rather than with a large group and was not interested in a supervisory role. Mr. B expressed a desire to work with machines, but realized that he had neither skills nor experience in this field.

JOB SCREENING

Intensive job screening was begun. A personal interview with a prospective employer was arranged to explain the Older Worker Program and discuss specific duties, hours and salary of the position available.

A description of the applicant and his problem, his steps toward self rehabilitation, and his qualifications for employment were discussed with the employer. A tour of the work area followed for a first-hand evaluation of work environment.

COUNSELING AND PLACEMENT

The employment counselor contacted the counselor at the rehabilitation agency to discuss the available opening before it was presented to Mr. B.

Mr. B expressed special interest in the position available at a drug company and an interview with the personnel manager informed of Mr. B's case was arranged.

Transportation to the interview was provided by a member of the Older Worker Program staff after confirming the appointment with the personnel manager who upon arrival was unable to see Mr. B. Another interviewer, unfamiliar with the case, questioned Mr. B about his past employment and asked him to fill out an application instead of discussing the available opening. Mr. B became very nervous since he was unable to recall the dates and locations of his recent work experiences.

Mr. B's disappointment with the interview, the 20 minute wait and his growing state of anxiety seemed unnecessarily provoking. The application was left at the main desk.

The return to the city gave the counselor an opportunity to help Mr. B cope with the confusion and disappointment brought on by the interview and to present several alternatives to him with the search for other openings to be started the following morning. Mr. B was left near several department stores to shop during his two hour wait for the bus.

Mr. B's rehabilitation counselor called the following morning with news that Mr. B had returned on the bus and had not been drinking. He believed that this indicated Mr. B's ability to handle a stressful situation and confirmed his readiness for employment. He felt the concern and support of the Older Worker Program staff was a contributing factor to Mr. B's success.

Additional companies were visited and jobs were screened. An interview was arranged with an interested manager of a small button company who had been informed of Mr. B's case. Mr. B, accompanied by a member of the Older Worker staff, was interviewed by the manager. The foreman gave him a tour of the department demonstrating the duties he was to perform. Mr. B was most enthusiastic about the job and was hired as an assistant machinist.

FOLLOW-UP

A two-week follow-up indicated that Mr. B enjoyed working with machines and learning new skills. He liked his fellow employees. Mr. B's employer was pleased with work and said that he was quick to learn his new skill. Mr. B's counselor had visited him on the job and thought the work was therapeutic and very interesting to Mr. B. Attempts are being made to enter Mr. B in a halfway house which will facilitate transportation and assimilate community living. A continuous follow-up will be made every two weeks.

VI. PLACEMENT

A. Counseling and Placement Procedure

Every applicant to the Older Worker Program is first registered with the John F. Kennedy Family Service Center, Inc., utilizing the J.F.K. Registration Form.*

The new applicant is given a Skill Inventory Form and a Health Questionnaire to complete prior to the initial interview.

The applicant is interviewed by professional counselors. At an initial interview, the counselor evaluates the personal and family problems that may affect employability and, if appropriate, a referral is made on a Referral Form.

Three references (past employer or personal) are requested from the applicant which are immediately processed. Evaluation of past work record is discussed with the applicant.

The applicant's physical ability is assessed by a review and discussion of the health questionnaire and personal observation by the counselor. Medical and psychological evaluations are requested by the counselor if physical disabilities will impair employability utilizing the release of medical information.

The Kuder Preference Record-Vocational and the Kuder Preference-Personal (both interest inventories) and Wonderlic Personnel Test (a problem solving abilities test) are offered to all applicants.

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*Copies of all forms may be found in the Interim Report.

Evaluation of test results, job interests and openings for which the applicant may qualify are discussed with the applicant by the professional counselor.

Applicants who are in the referral status are not considered for job placement until a medical or Social Services evaluation and/or communication from outside agencies indicates that the applicant is employable.

The professional counselor and vocational counselor review the results of the initial interview (e.g., attitude, motivation, skill, work experience, references, test scores, and personal or family problems that may affect employability) and make suggestions regarding potential areas in which the applicant shows interest and ability.

The professional counselor introduces the applicant to the vocational counselor, and assists the applicant in completion of the Older Worker Registration Form and Employment History Form. The vocational counselor evaluates the applicant's employability on Counselor Evaluation Form with the professional counselor and selects various suitable job openings.

Employers are then contacted by the vocational counselor to ascertain:

- if the position is still open; and,
- job specifications and description of duties--Employer Inquiry form; if the position is still available, the vocational counselor then reviews the specific job requirements with the applicant.

If the applicant advises that he can perform and desires the job, the vocational counselor and professional counselor may personally visit the employer on the applicant's behalf.

A follow-up on the date of interview to determine whether placement was accomplished is done by the vocational counselor using the Telephone Follow-Up Form. Follow-up on all direct placements is accomplished on a one, three and six month basis by the vocational counselor--Employer Questionnaire.

The case study of Mr. B (Section on Job Development) illustrates the counseling and placement techniques and procedures utilized by the Older Worker staff for all regular and "hard core" applicants.

B. Discussion

As of July 31, 1968, a total of 667 placements had been made by the John F. Kennedy Older Worker Program. Three hundred and seven (307) were direct placements, i,e., Kennedy Center placed, and 360 were developed as indirect placements, i.e., the applicants found the job themselves. The indirect placements are, in large measure, due to the enrollees' association with the Older Worker Program which provided sufficient motivation, confidence, and "know how" enabled the applicants' search for jobs. This increased level of confidence is substantiated by the fact that almost 80 percent of the indirect placements were developed through the efforts of the applicants rather than through the efforts of a formal organization such as another agency or union. Table I indicates the methods used by the indirect placement in his job search.

TABLE I

INDIRECT PLACEMENTS

Methods Used to Develop Jobs*

	Number	Percent
Personal Application	40	37.4
Friend, Neighbor, Politician, Relative	31	28.9
Newspaper	24	22.4
D.E.S.	5	4.7
Business Associations, Former Employer, Other Agency	5	4.7
Union	2	1.9

*Based on a sample of 107 from a population of 360.

The skill levels of the direct and indirect placements are shown in Table II. Over 68 percent of these placements either maintained or upgraded the skills that the applicant had in his previous occupation. In addition, over 40 percent of those who had last been in unskilled positions were upgraded. This is all the more remarkable in view of the advanced age and spotty employment of the bulk of the applicants. The exact placements of the applicants, relative to their last skill level, are indicated in Figure 1, Last Skill Level Compared to Placement Skill Level.

TABLE II

SKILL LEVELS OF DIRECT AND INDIRECT PLACEMENTS

	Direct Placements	Indirect Placements
Professional	4	34
Middle Management	9	32
Clerical and Sales	15	53
Skilled	7	15
Semi-Skilled	14	15
Menial Clerical	60	46
Service, Protection, Health	19	21
Service, Food Processing	15	9
Service, Building	78	36
Unskilled	86	90
Blank	0	9
TOTAL	307	360

FIGURE 1

TYPE OF PLACEMENT		UPGRADE	DOWNGRADE	SAME
Professional and Managerial	D		6.2	12.5
	I		21.9	59.4
Middle Management	D		17.0	2.0
	I	10.6	36.3	34.0
Clerical and Sales	D	6.0	10.0	14.0
	I	8.0	16.0	46.0
Skilled	D		9.1	27.3
	I	4.5	22.7	36.4
Semi-Skilled	D	2.9	38.2	20.6
	I	5.9	14.7	17.7
Menial Clerical	D	1.4	10.0	30.0
	I	5.7	18.6	34.3
Service,Protective,Health	D	11.1	27.8	11.1
	I	5.6	11.1	33.3
Service,Food Processing	D	11.1	27.8	11.1
	I	11.1	16.7	22.2
Service, Building	D	12.3	10.5	29.8
	I	12.3	12.3	22.8
Unskilled	D	27.6		21.9
	I	10.5		40.0

D=Direct I= Indirect

Those placed exhibit roughly the same characteristics as the entire population; however, the incidence of "hard core" characteristics is, on the average, somewhat lower among the applicants who were placed. There is a significant difference between the characteristics of the direct and indirect placements. As shown in Table III, the direct placements were on the average older, more disadvantaged, less educated, and had a higher incidence of "hard core" characteristics than the indirect placements. In addition, there was a higher incidence of females and of residents of the target group in the direct placement populations. In view of these statistics, it is not surprising that there are significant differences in the skill levels of the two groups with the "average" indirect placement possessing significantly higher skills than the "average" direct placement.

TABLE III

Selected Characteristics of the Population (N=640), the Direct Placements (N=173) and the Indirect Placements (N=215)

	Population	Direct Placements	Indirect Placements
SEX			
Percent Males	69.4	61.9	73.0
Percent Females	30.6	38.1	27.0
RESIDENCE			
Percent Target	31.1	42.2	23.3
Percent Comparison	68.9	57.8	76.7
Average Age (in years)	60.0	60.3	58.2
Mean Education (in years)	11.2	10.5	11.8
Mean Monthly Income	$75	$70	$80
Percentage with "Hard Core" Characteristics	48%	49.7%	34.0%

As shown in Table IV, the direct placements had, in general, lower primary skill levels than the population as a whole while the indirect placements had generally higher skill levels.

TABLE IV

PERCENT DISTRIBUTION OF SKILL LEVELS

	Total Population N=640	Direct Placements N=173	Indirect Placements N=215
Professional, Managerial	8.9	4.1	12.3
Middle Management	9.4	1.7	15.3
Clerical and Sales	10.8	8.1	15.7
Skilled	5.6	5.2	7.0
Semi-Skilled	9.5	12.1	7.0
Menial Clerical	16.2	21.4	12.0
Service, Protective & Health	3.6	5.8	3.7
Service, Food Processing	4.5	5.2	2.8
Service, Building	9.5	15.6	5.1
Unskilled	22.0	20.8	19.1

The status of the enrollees in the program as of July 31, 1968, is shown in Table V.

TABLE V

STATUS OF THE ENROLLEES AS OF JULY 31, 1968

	NUMBER	PERCENT
Direct Placement	84	13.12
Indirect Placement	183	28.59
Active Placement	25	3.90
Inactive	21	3.28
Retired	28	4.37
Not interested	48	7.50
No response	80	12.50
Other	171	26.74
TOTAL	640	100%

In the period from July, 1966, to June, 1967, the Kennedy Center developed jobs, in part, through a form letter. During this period, 255 companies were contacted and 2,055 positions were developed. (See Table VI). The distribution of jobs developed was not congruent with the distribution of the primary skills of the applicants; for example, while 116 applicants had primary skills in the professional, managerial, and middle management levels, only 20 positions were developed in these skills. After June, 1967, the Older Worker Program undertook a more personalized job development methodology in which the skills and desires of the applicant were closely matched to the type of job developed for him. Over 60 percent of the placements either upgraded or maintained the applicants previous skill levels, attest to the success of this new approach.

TABLE VI

Results of Job Development Mailer
from July, 1966, to June, 1967
Number of Positions Developed by Skill Level

Professional and Managerial	1
Middle Management	19
Clerical and Sales	169
Skilled	225
Semi-Skilled	376
Menial Clerical	242
Unskilled	513
Service, Protective	103
Service, Building	92
Service, Food Processing	315
TOTAL	2,055

Statistics describing the characteristics of the placement are found in Appendix VII.

C. Massachusetts Division of Employment Security

In the period July 1, 1966, through July 31, 1968, Division of Employment Security referred 151 applicants to the Older Worker Program. Four hundred and eighty-nine (489) applicants were referred from other sources classified here as non-Division of Employment Security.

Only 3.3 percent or five applicants referred by Division of Employment Security were from the target group.

Sixty-eight and eight tenths percent (68.8%) or 98 of the Division of Employment Security referrals were between the ages of 61 and 65 as compared to 39.6 percent or 194 non-Division of Employment Security applicants.

Over 90 percent of Division of Employment Security applicants and 87.4 percent of non-Division of Employment Security applicants claimed to be in excellent or good health. However, 43 percent of the Division of Employment Security applicants and 51.1 percent of the non-Division of Employment Security applicants were classified as "hard core." Division of Employment Security "hard core" applicants had a higher percent of physical disabilities (heart trouble, arthritis, etc.) 36 or 24 percent as compared to non-Division of Employment Security applicants 83 or 16.9 percent. Seven or 4.7 percent of the Division of Employment Security applicants were alcoholic as compared to 91 or 18.6 percent for the non-Division of Employment Security applicants. Eleven (11) or 7.3 percent Division of Employment Security applicants were found to be unmotivated or presented unrealistic restrictions (wanted special hours, would not travel any distance and demanded top wages).

Nine (9) or six percent stated that they were only registering because they were told that in order to collect unemployment benefits they must register for the Kennedy Center Older Worker Program. The non-Division of Employment Security applicants presenting the same "hard core" characteristics totaled 21 or only 4.3 percent of the "hard core" applicants.

The primary skill level of the Division of Employment Security applicants in the professional managerial and middle management levels was three times as great as the non-Division of Employment Security applicants or 56 or 37.1 percent Division of Employment Security compared to 61 or 12.4 percent non-Division of Employment Security.

In the clerical and sales, skilled and semi-skilled for Division of Employment Security referred 51 or 33.8 percent. In skill levels such as menial clerical, service protective, service food, and service building 23 or 15.2 percent were Division of Employment Security applicants and 193 or 39.5 percent were non-Division of Employment Security applicants.

Division of Employment Security referred 21 or only 13.9 percent applicants who were classified as unskilled as compared to 120 or 24.5 percent non-Division of Employment Security.

There were 52 or 34.4 percent Division of Employment Security applicants who reported no income, as compared to 168 or 38.0 percent of the non-Division of Employment Security applicants. Social Security Pension, disability pensions and Old Age Assistance were claimed as a source of income for 75 or 50.3 percent of the Division of Employment Security applicants, while only 156 or 31.9 percent of the non-Division of Employment Security applicants claimed these same sources of income. The large number of Division of Employment Security applicants receiving pension and Social Security income reflects the need for a supplemental income for people 60 years of age and over. It also includes the problem Division of Employment Security is having finding part-time positions for the aging group.

Division of Employment Security referrals are characterized by one applicant being in an older age group, (68.8 percent were 61 years of age and over) and over two requesting part-time incomes to supplement pension and Social Security benefits. Seventy-five (75) or 50.3 percent were on some type of retirement benefits; three were in poor physical condition (raising the question as to how these people are able to function in industry even on a part-time basis) and 36 or 24 percent had one or more physical disabilities.

The distribution of characteristics for those enrolless recruited by Division of Employment Security differs from those recruited by other means. The 151 Division of Employment Security enrollees were, on the average, older, better educated, possessed fewer "hard core" characteristics, had much higher primary skill levels, and relatively higher income than the non-Division of Employment Security recruits (See Table VII).

TABLE VII

	DES	NON-DES
Average Age	62.36	58.52
Average Grade Completed	12.48	10.80
Average Income (per month)	$85.00	$70.00
Primary Skill Level		
Percent in Professional, Managerial, Clerical and Skilled Occupations	58.30%	27.30%
Percent Unskilled	13.90%	24.50%
Percent "Hard Core"	43.00%	50.10%

D. Part-Time Employment

The economic loss of highly experienced and skilled older workers seeking part-time employment is staggering. This year 24,000,000 older Americans will be eligible for Social Security benefits. Many of these individuals are in good mental and physical health and are either in need of work due to economic necessity or desire to continue employment.

The part-time employment needs of the older workers cannot be entirely met by industry. Pension plans, a youth-oriented society, industrial inability to redesign jobs and Social Security laws which reduce benefits when an older worker's earned income reaches $1,680 contribute to the dilemma facing the older worker desirous of part-time employment. The need for job opportunities and healthy retired workers has been proclaimed by President Johnson:

> "Perhaps the greatest need of age is the need to know that one's contributions are still valued. In a society where youth is so highly prized, older men and women need to know that their wisdom and experience are also important to their fellow citizens. Their contributions are one of our nation's most valuable assets - a resource that should be celebrated by every generation of Americans."

In recognition of this severe problem, the Department of Labor is creating 3,000 job opportunities for older workers (unemployed citizens over 55) in 1969. This is only the first step in assisting these life long tax payers from the status of second class citizens. Federal, state, local government and private agencies must recognize, develop, and implement programs which will assist the aging older worker.

The Older Worker Program's experience with the part-time applicant substantiates this economic loss. The need for part-time employment for older workers, especially those persons over 62 years of age and in need of funds to supplement inadequate pensions and Social Security benefits, for additional income for full support or supplemental purposes was revealed by 198 or 30.93 percent of the total registered applicants.

Between July 1, 1966, and August 31, 1968, 132 or 20.63 percent of the registered applicants requested part-time employment, another 66 or 10.31 percent also stated a preference for part-time work. However, they would accept an immediate full-time position with a higher wage, thus jeopardizing their pension and Social Security benefits.

Because of the scarcity of part-time positions in the Greater Boston area, especially at the higher skill levels, the staff devised two experimental plans which hopefully would develop part-time jobs for the older worker.

The first plan involved following up our contacts with employers, particularly hospitals, institutions, hotels, manufacturers, and other service occupations recommending an experimental plan whereby they would hire two workers for one job to work alternate weeks. The second plan was implemented whereby an employee would work until he had reached his maximum benefit. at which time, a second employee was made available.

Both plans were presented and accepted by both large and small service, insurance, and small manufacturing companies who were willing to arrange part-time work for the applicant meeting their qualifications.

The Older Worker Program successfully implemented both programs in the placement of the unskilled older workers. However, those Older Worker applicants who had higher skill levels could not utilize either plan because it was impossible to find a second applicant to work alternate weeks and/or the first placed applicant had not reached maximum benefits. Part-time placements either directly or indirectly were secured by 61 or 30.81 percent of the applicants requesting part-time work. Part-time job development by the Older Worker staff was difficult to accomplish because:

1. Part-time positions available to older workers were generally in the lower skilled jobs (service-protective and health, service-food and food processing, and unskilled) and, in most cases, were turned down by the majority of enrollees who had higher primary skill levels and could not accept a position that would downgrade their skill level.

2. Many applicants stating the need for part-time jobs or supplemental income turned down job opportunities when faced with the reality of possible loss of Social Security benefits by going over the earned income allowed by Social Security ($1,680 maximum earned income allowed to Social Security recipients).

3. Other older worker applicants refused part-time positions when faced with the actual dollar income gain from working part-time.

As indicated by the graph, the present Social Security Law penalizes older workers for their part-time jobs.

CHART A

	I	II	III	IV	V	VI	VII
1. EARNED INCOME	1680.00	2340.00	2880.00	4680.00	6240.00	8320.00	3360.00
2. S.S. BENEFITS							
Man 114 mo.	1368.00	1368.00	1368.00	1368.00	1368.00	1368.00	1368.00
Wife 54 mo.	648.00	648.00	648.00	648.00	648.00	648.00	648.00
3. COMBINED	2016.00	2016.00	2016.00	2016.00	2016.00	2016.00	2016.00
4. TOTAL INCOME Line 1 & 3	3696.00	4356.00	4896.00	6696.00	8256.00	10336.00	5376.00
5. DEDUCTIONS							
A. Income Tax		[1] 5.60	[1] 81.20	[1] 359.80	[2] 632.72	[2] 1011.27	[1] 149.00
B. S.S. Tax	80.64	117.92	138.32	224.64	299.52	374.40	161.28
C. Loss/Benefits							
= ½ 1680-2880		330.00	600.00				
= all over 2880				2016.00	2016.00	2016.00	
D. Total Deduction line a&b&c	80.64	453.52	819.52	2600.44	2948.24	3401.67	310.28
6. NET INCOME Line 4 less 5d	3615.36	3902.48	4076.48	4095.56	5307.76	6934.33	5065.72
7. HOURS WEEKLY	14½	20	24½	40	40	40	28 3/4 @2.25 26 @2.50 21½ @3.00
Rate of Pay	2.25	2.25	2.25	2.25	3.00	4.00	

[1] Tax based on three exemptions
Standard deduction for year (not weekly)
Standard deduction = 200 + 300 = 500

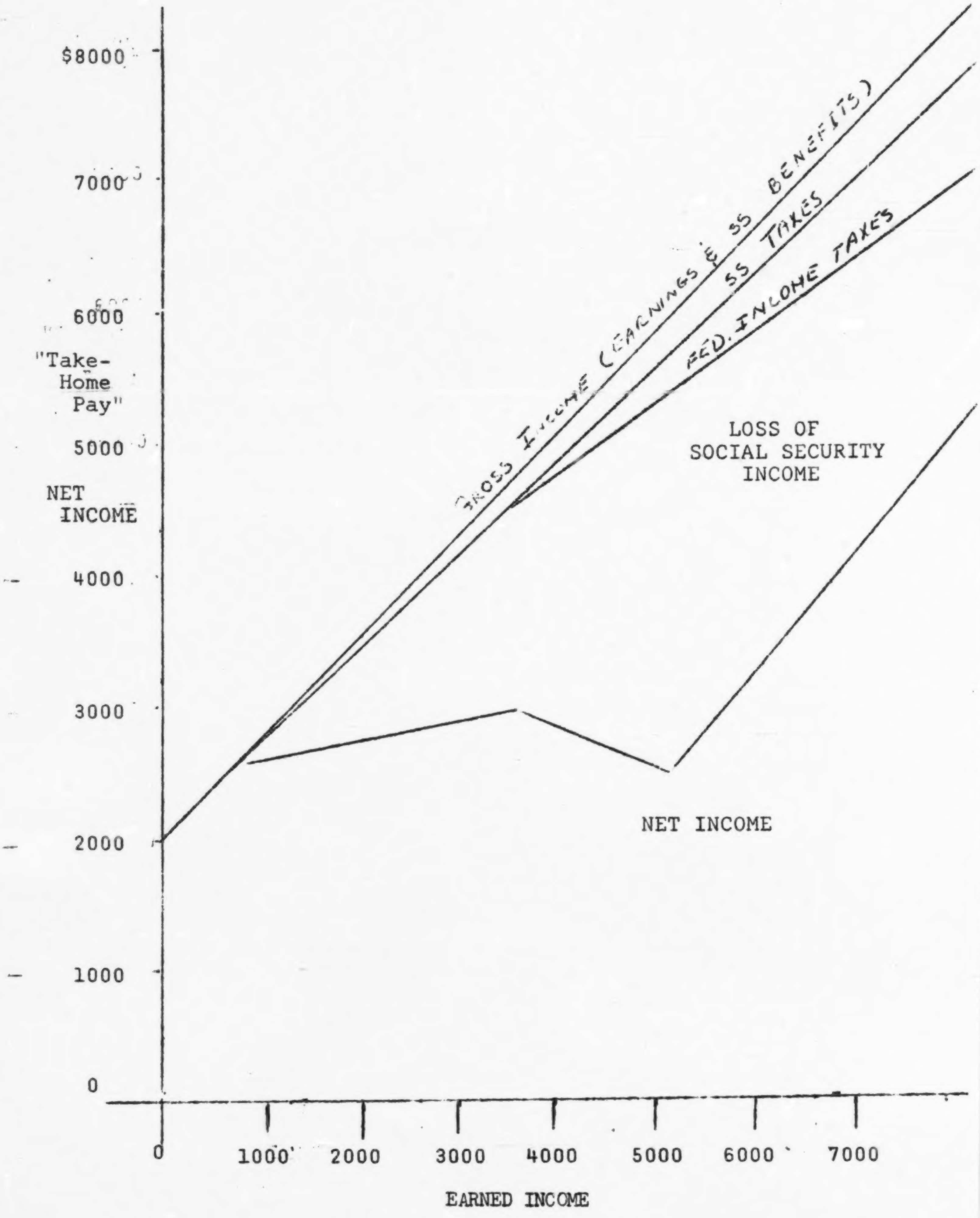
[2] Tax based on three exemptions
using 10% standard deduction

CHART B

COMPARISONS OF NET INCOME (CHART A)

			ADDITIONAL INCOME PER YEAR	ADDITIONAL WORK PER WEEK	ADDITIONAL INCOME PER WEEK	RATE PER HOUR
Col I & II NET INCOME HRS./WEEK @2.25	Col I 3615.36 14½ 2.25	Col II 3902.48 20 2.25	287.12	5½ hrs	5.52	1.00
Col I & III NET INCOME HRS./WEEK @2.25	Col I 3615.36 14½ 2.25	Col III 4076.48 24½ 2.25	461.12	10 "	8.87	.89
Col II & III NET INCOME HRS./WEEK @2.25	Col II 3902.48 20 2.25	Col III 4076.48 24½ 2.25	174.00	4½ "	3.35	.74
Col I & IV NET INCOME HRS./WEEK @2.25	Col I 3615.36 14½ 2.25	Col IV 4095.56 40 2.25	480.20	25½ "	9.23	.36
Col II & IV NET INCOME HRS./WEEK @2.25	Col II 3902.48 20 2.25	Col IV 4095.56 40 2.25	193.08	20 "	3.71	.19
Col III &IV NET INCOME HRS./WEEK @2.25	Col III 4076.48 24½ 2.25	Col IV 4095.56 40 2.25	19.08	15½"	.37	.02½
Col II & V NET INCOME HRS./WEEK @2.25	Col II 3902.48 20 2.25	Col V 5307.76 40 3.00	1405.28	20 "	27.02	1.35

CHART C


$8000
7000
6000
"Take-Home Pay"
5000
NET INCOME
4000
3000
2000
1000
0
0
1000
2000
3000
4000
5000
6000
7000
EARNED INCOME
GROSS INCOME (EARNINGS & SS BENEFITS)
SS TAXES
FED. INCOME TAXES
LOSS OF SOCIAL SECURITY INCOME
NET INCOME

The data in the Charts indicates that the maximum effective incremental rate per hour that can be earned under the present Social Security legislation is $1--far less than the minimum wage. Thus, there is little monetary incentive for the older worker to undertake the part-time work in spite of the fact that his present Social Security payments may be vastly inadequate and that he may not be physically capable to sustain a full time work load.

Also, as indicated by the graph (Chart C), the present Social Security Law penalizes older workers for their part-time jobs. The graph indicates, for example, that a man who earns a net income of $3,750 under the present Social Security system would earn $5,800 if the restrictions were removed.

Future experimentation with job development and placement of older workers seeking part-time employment by state or federal experimental or services programs will only contradict their original intent, i.e., supplemental income for those on pension or Social Security, as long as the present Social Security Law imposes limits on earned income.

> "Under the present law a qualified recipient can receive an unlimited amount of income from investments, interest, rents, royalties or other so-called unearned income, without any loss of his Social Security benefits; whereas any earned income (that is income earned by working) exceeding $1680 penalizes his Social Security benefits eventually eliminating them entirely. This penalty is in force until a worker attains the age of 72, when the law provides he can now go to work and earn all he is able to and he can keep his Social Security benefits.
>
> This distinction of type of income severely penalizes the person who cannot live on his Social Security benefits in

> addition to the $1,680 he may earn; therefore, he must forfeit his "benefits" (which he paid for in compulsory taxes and which were matched by his employer for his benefit as a form of fringe benefit) and continue to work to support himself until he is 72 years old, all the while continuing to pay Social Security taxes."[1]

E. Manpower Development and Training Act Training

In March of 1962, a Manpower Development and Training Act Job Training Program was designed to provide workers with new skills, to upgrade present skills, to meet the job needs of workers displaced by automation, industrial relocation, and shifts in market demands.

Training was received through vocational courses in local trade, business, and service schools in the Greater Boston area and throughout the state, commensurate with the occupational needs in the area or state, on-the-job training requirements or both. A training allowance was provided for the trainees.

The Older Worker Program, in cooperation with the Massachusetts Division of Employment Security, utilized the Manpower Development Training Act Program. During the period from July 1, 1966, to July 31, 1968, only twelve (12) Older Worker applicants were accepted for the Manpower Development and Training Act Program.

However, 265 or 41.41 percent of the Older Worker applicants interviewed indicated they would accept training courses suited to their particular interest and appitudes.

---

[1] Philip Saponaro, Democratic Town Committee, Natick, Massachusetts

The Older Worker placement counselors felt that in 50 percent of the applicants indicating a desire for training could have had their employability enhanced by taking an appropriate course.

The failure to introduce the Older Worker applicants to Manpower Development and Training Act can be attributed to the following facts:

- In the first stages of the Older Worker Program, the staff made few attempts to develop any interest in Manpower Development and Training Act training program; and,
- Early Older Worker Program procedures had provided no measure of the actual interest on the part of the older worker in training programs.

It should also be pointed out that Manpower Development and Training Act experiences highlighted the following additional limitations:

1. The limited number of work stations limited the enrollment. Only a small percentage of the unemployed could be accommodated in the various vocational courses.
2. Many of the training schools were equipped to train high school youth and operated on six or seven hours a day for only nine months of the year. These facilities were not available for adult training except during the evening or night hours. Experienced day school teachers were not available for these evening classes, which further reduced the quality of the training program.
3. The vocational schools did not offer comprehensive training programs. Some, for example, concentrated on the metal working trade; some on the wood working crafts; and still others on the service occupations. Consequently many of these schools could not meet the demands for comprehensive training programs due to a lack of diversified training programs. (Approximately 25-30 percent of the training courses offered from July 1, 1966, to July 31, 1968 were adaptable to the future employment development of the older worker.)

4. A further consideration was the time lag between date of application and the commencement of a training program. The type of system predicated on "saving up" people for training until a sizeable class is assembled is considered wasteful and seemed to disregard the pressing needs of the unemployed individual.

Results of Manpower Development and Training Act Training

Of the 12 applicants who accepted Manpower Development and Training Act Training, three took training courses below their last occupations skill level. Only seven applicants completed the training courses, four staying at the skill level offered by taking the course, one applicant being upgraded and two accepting employment below their skill level.

Employment after taking the Manpower Development and Training Act course was secured by six of the applicants through their own efforts, one applicant returned to the Center and was directly placed. The status of the 12 Older Worker applicants sent by the Kennedy Center for Manpower Development and Training Act traineeship as of July 31, 1968, is indicated in Table I.

TABLE I

MDTA COMPLETED COURSE

Status of Trainees as of July 31, 1968

Direct Placement	1
Indirect Placement	4
Still In Course	1
Active	1
Not Interested	1
Deceased	1
Physically Unable	2
Blank-no information	1
TOTAL	12

VII. TERMINATIONS

Of the 667 placements made since the beginning of the John F. Kennedy Family Service Center's Older Worker Program, 253 were still employed as of July 31, 1968. The effective overall job retention rate was approximately 40 percent. However, the job retention rate of the indirect placements was significantly higher than that of the direct placements. Only 84 out of the 307 direct placements were still employed, while 169 out of the 360 indirect placements were employed as of the end of the contract. This bears out the fact that the indirect placements as a group were more motivated, confident, and suited for a working environment than the direct placement group.

Out of the total of 408 terminations, 147 or 36 percent were terminated by the employer while 261 or 64 percent resigned. Of those who were terminated by the employer over 30 percent had "hard core" characteristics--maily alcoholism. Of those who resigned, less than 5 percent possessed "hard core" characteristics. Those applicants with "hard core" characteristics were not only the most difficult to place but also experienced the greatest difficulty in retaining a job. The termination rates and the reasons for termination are shown in Table I.

TABLE I

TERMINATIONS

Reasons for Termination by Employer	
Unknown	11
Laid Off	19
Temporary or Seasonal Work	30
Unstable Work	25
Drinking Problem	29
Business Relocated	2
Physical Inability	16
Completed	9
Age	2
Bankruptcy	4
Reasons for Resignation	
Unknown	59
Walked Off	12
Travel - Distance	4
Health - Hospital	47
Work Too Heavy	22
Better Job	44
Drinking Problem	11
Unsatisfactory Working Conditions	54
Family Responsibility	8
TOTAL TERMINATIONS	408
TOTAL STILL EMPLOYED	253
NO INFORMATION	6
TOTAL PLACEMENTS	667

Termination rate by age, indicated in Table II, shows that the highest termination rates occur in the age groups 51-55, and in the age groups over 66 years of age. Similarly, the highest rate of termination by an employer is experienced by those in the 45-55 age bracket and those 66 and over. A partial explanation of this fact is that the highest incidence of alcoholism occurs in the 51-55 age bracket.

It is interesting to note that 35 percent of the terminations and resignations among the direct placements were caused by "hard core" symptoms while only 21 percent of the terminations and resignations occurred among the indirect placements. This confirms the initial hypothesis that the direct placement suffers from a significantly higher incidence of "hard core" problems.

TABLE II

TERMINATION BY AGE

	45-50	51-55	56-60	61-65	66-70	71-75	76-80	Tota
Still Employed	48/42%	47/34%	54/40%	56/40%	35/34%	11/37%	2/28%	253
No Information	1	2	1	2				6
Terminated Applicants	65/58%	87/66%	82/60%	82/60%	68/66%	19/63%	5/72%	408
TOTALS	114	136	137	140	103	30	7	667
Number and Percentage of Resignations	38/33%	55/40%	56/40%	55/40%	39/40%	14/50%	4/58%	261
Number and Percentage of Company Terminations	27/24%	32/24%	26/20%	27/20%	29/26%	5/13%	1/14%	147
TOTALS	65	87	82	82	68	19	5	408

VIII. THE MULTI-SERVICE FRAMEWORK

The Older Worker Program's evolution as an integral component of the Kennedy Center's multi-service framework has made available comprehensive, coordinated and continuous services for each Older Worker applicant and his family.

The Older Worker staff, equipped with the coordinated and diversified expertise of the total Kennedy Center staff, has been able:

- to identify, counsel and seek job placement for the individual 45 and over;
- to recommend any one of the multi-services in the resolution of short and long term problems which intervene in or prohibit the effective placement for and maintenance of employment; and,
- to maintain, restore, and support the individual applicant in the process of service and solution to his multiple problems.

In particular, the employment counseling process afforded the counselor an opportunity to learn the applicant's expected and realistic employment goals; to judge the applicant's employability in terms of past work history, skill, work habits and attitudes; and to determine the concomitant socio-economic, familial and individual idiosyncrasies affecting his employment. Should any one or a combination of these factors restrict or prohibit effective employment counseling and placement, the counselor referred the applicant to the appropriate multi-service component for attention.

The employment counselor's understanding of the applicant's life style and the relevant forces of his human environment enhanced, his ability to perceive the total individual in his search for employment and his use of multi-service referral to facilitate the employment search and resolution.

Table I indicates the Kennedy Center's multi-services to which the "hard core" and "non hard core" enrollees were referred within the Center.

TABLE I

KENNEDY CENTER INTRA-AGENCY REFERRALS

	Non Hard Core (N=330)	Hard Core (N=310)
Incidence of Referrals	6	137
Social Service	1	107
Legal Aid	3	20
Surplus Food	2	6
Elderly Services	0	4
No Referral	0	97

Ninety or 29.03 percent of the "hard core" enrollees were inter-agency referrals, i.e., hospitals, alcoholic clinics and other agencies. In most cases, employment evaluation was accomplished by Kennedy Center Older Worker counselors in conjunction with the caseworker of the referral agency or by consultation with members of the Kennedy Center Social Service staff.

There were 97 or 31.3 percent of the "hard core" who were not involved in either inter- or intra-agency referral. This was due to the fact that those registered in the Older Worker Program during the early part of the program were not classified as "hard core" until follow-up revealed some type of disability. Those applicants were requested to return to the Center and to avail themselves of the Kennedy Center's multi-service referrals. Few applicants responded to this request indicating the need for strong "outreach" techniques in future programs.

IX. TALENTS

At the inception of the Older Worker Program, the Older Worker staff acutely aware of the difficulty the unemployed and underemployed managerial and professional older worker have in seeking re-entry into the world of work, established a self-help organization to assist these applicants with successful re-entry into the labor market, called Talents.

A group setting provided a source of interaction for the members and became a vital supportive measure for their morale. The meetings focused upon the common barriers shared by the Talents members and provided insight concerning the directions to be taken in obtaining gainful employment and upgrading. Talents met once a week under the guidance and direction of an Older Worker staff person assigned exclusively to the professional and managerial applicants. This staff member's function was to:

- find employment for the unemployed professional and managerial applicants;
- upgrade professional and managerial applicant who believe that their present employment is not commensurate with their abilities and skills; and,
- introduce new professional and managerial applicants to Talents.

This staff member was made available to all professional and managerial applicants two hours prior to each meeting. This permitted the Talents member and new applicants to discuss recent job openings and to prepare and send resumes to prospective employers.

The regular counseling and placement techniques for professional and managerial applicants, resume services, newspaper clipping service, and company visits on behalf of individual applicants, have been successful in returning these applicants to employment. However, these regular counseling techniques did not prove adequate in dealing with all professional and managerial applicants.

"Hard core" professional and managerial applicants have benefited from the same procedure used for all "hard core" applicants, i.e., intensified counseling, referral to Social Services, Legal Aid and psychological and medical evaluations.

Several activities and techniques were devised to assuage the anxieties and frustrations attending the employment problems encountered by the Talents member. These activities included:

- morale building;
- counseling to develop new areas for employment;
- exploration of possible business ventures;
- group participation in seeking employment openings for other members; and,
- development of group interests through outside contacts.

Particular techniques included:

- Thumbnail Sketch: This sketch was a brief description of each members's employment background given to various employers by Talents representatives as they conducted their own employment search;

- Resume: Resumes were made for each Talents member. These resumes were first criticized and improved upon by other group members before they were sent to an employer; and,
- Mailing Service: Talents members clipped those help wanted ads from Boston newspapers which met their job specifications. These clippings were then sent to an Older Worker employment counselor who answered these ads by sending the prospective employer a covering letter.

During the period from July 1, 1966, to December 31, 1967, meeting were held at the John F. Kennedy Family Service Center, Inc., every Thursday evening. The members elected officers to preside at each meeting and drafted by-laws. The original purpose of job placement and upgrading was disregarded by a majority of Talents members who believed that industry would not hire them in positions for which they felt qualified. There were 10 to 15 professional managerial older workers who continually attended meetings, and only one was unemployed. All believed they were underemployed.

The Older Worker Program's experience with this group indicated that each member was employed in a position commensurate with his professional abilities and physical well being.

The exploration of a joint business venture dominated eight months deliberation on the part of Talents members. Various business opportunities were discussed. However, the establishment of a small business never developed because of their inability to obtain agreement on the type of business, disagreement concerning the method of organization, lack of adequate leadership to assume the responsibility of final decision, and reluctance to invest capital necessary.

There were 118 registered Older Worker applicant who stated their last occupation was professional management or middle management skill level, from July 1, 1966, to July 31, 1968. All of these applicants were informed of the Talents program; however, only 48 attended more than one meeting and only 10 to 15 attended on a regular basis. The counselor's attempts to recruit new members were unsuccessful because:

- the objectives of the Talents group did not comply with the new professional and managerial applicant's goal which was job placement;
- unemployed or underemployed professional and managerial applicants have all expressed a desire for immediate employment; and,
- once a professional and managerial applicant accepted a position, he generally showed no further interest in Talents.

Continued efforts were conducted to uncover the barriers of unemployed and underemployed professional and managerial older workers in finding satisfactory re-entry or upgrading into the labor market.

The Older Worker staff contacted by mail 255 companies in an attempt to develop jobs for the professional managerial Older Worker applicant registered in the porgram. The total number of jobs developed in the first ten months of the program totaled 2,355 and only one top management position was offered by a community action program. There were only 19 middle management positions and all of these were located in small businesses (employing less than 50 people) or in institutions or hospitals.

The Older Worker staff consulted with personnel executives in both manufacturing, insurance and retail industries to determine industry's reluctance in offering professional management and middle management positions to older workers.

The personnel executives were asked to discuss the problems they encountered in hiring the professional managerial candidate. Their reluctance stems from one or more of the following reasons:

- Many found that the general health of the older worker tends to be poor. They are overweight and have a generally neglected appearance.
- The professional and managerial applicant, in many instances, claims years of experience. When questioned or tested, there was found to be a definite lack of knowledge of up-to-date technology.
- Many found the older worker professional managerial applicant unwilling to accept company training programs that were offered. When a training program was acceptable to this applicant, he did poorly in comparison with younger trainees. The older worker felt that he had more experience and subsequently his attitude toward training was poor.
- Many company executives stated that they preferred to train and promote younger men from within the company in order to keep morale and incentive high.

Contrary to past experience, insurance and pension plan costs were not the primary concern of the company executives interviewed. One insurance company executive stated that the question of increased fringe benefit cost in hiring older workers is often overlooked and widely misunderstood. He stated that insurance and annuity cost increase with age; however, it is not necessarily true that the costs involved for older persons will be several times higher. Age is one variable; however, other factors such as years of service and average salary are likewise very important.

Another important variable is the "number of years of service" for which pension costs are being incurred. This insurance executive gave the following explanation as an example:

> One employee hired at age 25 and retiring at age 65 receives a pension based on 40 years of service. Four employees hired at age 55 who retire at age 65 also represent pension obligations based on 40 years of service. Now consider in comparing costs that this employee hired at age 25 will usually have reached a substantially higher salary level and his pension and its associated costs will reflect this. The employee hired at age 55 will usually have entered at a much lower average salary and the total cost to the employer will not necessarily be several times higher.

Most professional and managerial applicants (45-60) who were unemployed through merger or other reasons, found employment sooner if they had education and experience commensurate with the position, good health, mental and physical, appropriate appearance, willingness to accept new ideas, and willingness to accept company training programs.

The experience of Talents has suggested that under direct supervision, these professional and managerial people benefited not only from available multi-services within the Kennedy Center, but also from the group setting which provided a supportive atmosphere for the investigation of new job opportunities.

APPENDIX I

BENEFIT COST ANALYSIS

FORMULA A

The benefit-cost ratio can then be calculated via the following formula:

$$\frac{B}{C} = \sum_{s} \left[I_a - I_b\right] \left[A_m\right] \left[N_s\right]$$

COSTS OF THE PROGRAM

WHERE:

B = Benefits

C = Costs

I_a = Average monthly income after placement

I_b = Average monthly income before placement

A_m = Average tenure in job

N_s = Number of applicants in each stratum

S = Direct placements, indirect placements, case closed

Fitting the data in Table I into this formula leads to the following results:

$$\frac{B}{C} = \left[\$358 - \$108\right] \left[11.4 \text{ months}\right] \left[84\right] + \left[393 - 84\right] \left[15.2\right] \left[183\right] + \left[212 - 68\right] \left[5\right] \left[327\right] = 3.44$$

$250,000

APPENDIX I
Continued

FORMULA B

$$\frac{B}{C} = \frac{\text{Present Value of } \sum_{s} \left[I_a - I_b\right]\left[A_m\right]\left[N_s\right]\left[.10\right]}{\text{COST OF THE PROGRAM}}$$

WHERE:

I_a = Average monthly income after placement

I_b = Average monthly income before placement

A_m = Five years in the job

N_s = Number of applicants in each stratum

Present value factor = 6%

Inserting the data into the formula leads to the following results:

$$\frac{B}{C} = \text{Present Value} \left[\left[358 - 108\right]\left[60 \text{ months}\right]\left[84\right]\left[.10\right]\right] + \text{Present Value} \left[393 - 84\right]\left[60 \text{ months}\right]\left[83\right]\left[.10\right] + \text{Present Value} \left[\left[212 - 67\right]\left[60\right]\left[372\right]\left[.10\right]\right] = \frac{417,752 + 1,337,137}{\$250,000} = 4.38$$

APPENDIX II

DICTIONARY OF OCCUPATIONAL TITLES

Major Occupation Title

0	X	Professional, Technical, and Managerial	0	Professional Managerial
			1	Middle Management
1	X	Clerical and Sales	2	Clerical and Sales
			5	Menial Clerical
2	X	Service Work	6	Service Protective Health
			7	Service Food Processing
			8	Service Building
3	X	Agriculture, Marine, and Forestry		No applicants
4	X	Mechanical	3	Skilled
			4	Semi-Skilled
6	X	Manual Work	9	Unskilled

APPENDIX III

TOTAL POPULATION

Age	45-50	104 or 16.25%
	51-55	113 or 17.67%
	56-60	131 or 20.46%
	61-65	119 or 18.59%
	66-70	125 or 19.54%
	71-75	35 or 5.47%
	76-81	13 or 2.03%
Sex	Male	444 or 69.38%
	Female	196 or 30.62%
Residence	Target	199 or 31.09%
	Non-Target	440 or 68.75%
Education	0-8	141 or 22.04%
	9-11	145 or 22.65%
	12-15	264 or 41.25%
	16-19	83 or 12.98%
Marital Status	Married	356 or 55.63%
	Single	120 or 18.75%
	Divorced	32 or 5.00%
	Separated	31 or 4.84%
	Widowed	100 or 15.62%
Primary Wage Earner	No	64 or 10.00%
	Yes	530 or 82.81%
Head of Family	No	184 or 28.75%
	Yes	414 or 64.69%
No. of Dependents	0	281 or 43.91%
	1	209 or 32.66%
	2	66 or 10.31%
	3	30 or 4.69%
	4	20 or 3.12%
	5	10 or 1.56%
	6	3 or .47%
	7	5 or .78%
	8	--
	9	4 or .63%
Health (Self Evaluation)	Excellent	261 or 40.78%
	Good	302 or 47.19%
	Fair	69 or 10.78%
	Poor	5 or .78%

APPENDIX III
Continued

Hard Core Characteristics	Non "Hard Core"	51.56%
	Alcoholic	14.54%
	Physical Disability	18.58%
	Mental Disability	1.72%
	Emotional Disability	5.00%
	Questionable Employability	8.60%
Veteran	No	445 or 69.53%
	Yes	185 or 28.91%
Source of Income	None	238 or 37.19%
	Social Security	92 or 14.37%
	Welfare and OAA	20 or 3.12%
	Pension	58 or 9.06%
	Disability	24 or 3.75%
	Salary	36 or 5.62%
	Spouse's Salary	45 or 7.03%
	Unemployment	37 or 5.78%
	S.S. & Pension	58 or 9.06%
	Other combinations	25 or 3.91%
Amount of Monthly Income	None	237 or 37.03%
	$50 or less	8 or 1.25%
	$50 or more	43 or 6.72%
	$100 or more	102 or 15.94%
	$150 or more	48 or 7.50%
	$200 or more	36 or 5.62%
	$250 or more	22 or 3.44%
	$300 or more	23 or 3.59%
	$400 or more	20 or 3.12%
	$500 or more	22 or 3.44%
Union	No	455 or 71.09%
	Yes	181 or 28.28%
Training Course	No	287 or 44.84%
	Yes	265 or 41.41%
	No Response	68 or 10.62%
	Enrolled	6 or .94%
	Enrolled and Completed	8 or 1.25%
Referred by:	News	59 or 9.22%
	Sign	38 or 5.94%
	Family	43 or 6.72%
	Neighbor	29 or 4.53%
	Friend	168 or 26.25%
	JFK Service	29 or 4.53%
	Institution or Hospital	39 or 6.09%
	Community or Agency	43 or 6.72%

APPENDIX III
Continued

	DES	151 or 23.59%
	BRA	8 or 1.25%
	Company or Hotel	13 or 2.03%
	Employment Agency	10 or 1.56%
	Not Stated	8 or 1.25%
Own Auto	No	400 or 62.50%
	Yes	237 or 47.97%
Driver's License	No	328 or 51.25%
	Yes	307 or 47.97%
Skill Level - Primary Occupation	Professional-Managerial	57 or 8.91%
	Middle Management	60 or 9.37%
	Clerical and Sales	69 or 10.78%
	Skilled	36 or 5.62%
	Semi-Skilled	61 or 9.53%
	Menial Clerical	103 or 16.09%
	Service-Protective, Health	23 or 3.59%
	Service-Food Processing	29 or 4.53%
	Service-Building	61 or 9.53%
	Unskilled	141 or 22.03%
Skill Level - Last Occupation	Professional-Managerial	49 or 7.66%
	Middle Management	69 or 10.78%
	Clerical and Sales	69 or 10.78%
	Skilled	32 or 5.00%
	Semi-Skilled	51 or 7.97%
	Menial Clerical	96 or 15.00%
	Service-Protective, Health	23 or 3.59%
	Service-Food Processing	30 or 4.69%
	Service-Building	76 or 11.87%
	Unskilled	145 or 22.66%
Skill Level - Desired Occupation	Professional-Managerial	53 or 8.28%
	Middle Management	49 or 7.66%
	Clerical and Sales	71 or 11.09%
	Skilled	25 or 3.91%
	Semi-Skilled	34 or 5.31%
	Menial Clerical	105 or 16.41%
	Service-Protective, Health	26 or 4.06%
	Service-Food Processing	21 or 3.28%
	Service-Building	78 or 12.19%
	Unskilled	174 or 27.19%

Length of time unemployed	Employed	39 or 6.09%
	Registered immediately	44 or 6.87%
	1 week or less	10 or 1.56%
	1 week or more	1 or .16%
	2 weeks or more	9 or 1.41%
	4 weeks or more	85 or 13.28%
	3 months or more	75 or 11.72%
	6 months or more	98 or 15.31%
	1 year or more	85 or 13.28%
	2 years or more	35 or 5.47%
	3 years or more	31 or 4.84%
	5 years or more	34 or 5.31%
	Housewife (entering market)	22 or 3.44%
	Incomplete	71 or 11.09%
Number of Jobs Held	Incomplete	154 or 24.06%
	1	61 or 9.53%
	2	112 or 17.50%
	3	176 or 27.50%
	4	104 or 16.25%
	5	10 or 1.56%
	6	8 or 1.25%
	7	1 or .16%
	8	4 or .63%
	9 or more	6 or .94%
Type of Employment Requested	Part-time	132 or 20.63%
	Full-time	431 or 67.34%
	Both	66 or 10.31%
Status (July 31, 1968)	Direct Placements	84 or 13.12%
	Indirect Placements	183 or 28.59%
	Active	25 or 3.91%
	Inactive	21 or 3.28%
	Retired	28 or 4.37%
	Not Interested	48 or 7.50%
	No response	80 or 12.50%
	Moved	29 or 4.53%
	Over 72	7 or 1.09%
	Involved/Rehabilitation	25 or 3.91%
	Unrealistic Restrictions	8 or 1.25%
	Deceased	13 or 2.03%
	Refused Referral	2 or .31%
	Alcoholic Problem	17 or 2.66%
	Needs Medical	16 or 2.50%
	Returned to Former Employer	6 or .94%
	Outside Referral	1 or .16%
	Physically Unable	47 or 7.34%

APPENDIX IV

STANDARD OPERATING PROCEDURE

Older Worker Training and Employment Program
John F. Kennedy Family Service Center, Inc.

I. REQUIREMENTS FOR QUALIFICATIONS FOR OLDER WORKER PROGRAM

Applicant must be forty-five (45) years of age or over.

II. REGISTRATION OF OLDER WORKER APPLICANTS

Applicants must first register with the receptionist at the John F. Kennedy Family Service Center, Inc.

III. INTAKE PROCEDURE

A. New applicants are introduced to the Older Worker staff member who will:

1. take the applicant to a private room for an intake interview;
2. complete the forms on behalf of the applicant if the applicant cannot write or is physically disabled;
3. request that the applicant return the next day if the applicant is intoxicated at the time of interview;
4. acquaint the applicant with all the services available at the Kennedy Center; Legal Aid, Surplus Food, Youth Services, Family Counseling, Elderly Services and Testing;
5. discuss the general health of the applicant as it relates to employment; (if a more complete medical history on the applicant's physical condition would be more helpful, the interviewer may request the applicant to complete the Health Questionnaire or require a medical evaluation from the applicant's physician. Applicants requiring a medical evaluation will not be registered until an affirmative evaluation stating that the applicant is employable is received.)
6. request the applicant to submit the names of two of his most recent employers for a reference check. If same cannot be supplied, two personal references will be requested. The interviewer will arrange to have the reference check done by another staff member while the applicant is in the intake process. If there are any contradictions uncovered by the reference check, these will be discussed openly with the applicant without revealing the source of information;

APPENDIX IV
Continued

7. discuss with the applicant personal problems that may affect his employability and in the event that an inter- or intra-agency referral is appropriate, this will be made by the initial interviewer before any action regarding employment is taken; and,

8. discuss general areas of employment and introduce the applicant to a vocational counselor after briefing the latter on the specifics of the case.

IV. EMPLOYMENT INTERVIEW

A. The vocational counselor will:

1. ask the applicant to complete the first section of the Application Form and the counselor will complete the remaining sections of the form along with:

   a. Employment History Form
   b. Evaluation Form;

2. all forms are given to the secretary and an Older Worker Program registration number is assigned and recorded; and,

3. conduct a more in-depth interview regarding employment, and will review with the job development specialist the specific work history, interests, and abilities to determine the best placement for the applicant, and discuss various positions available which may interest the applicant.

V. PLACEMENT PROCEDURE

A. The job development specialist and/or the vocational counselor will personally develop and screen possible openings corresponding to the qualifications and requirements of the applicant either by telephone or by personal visit to the prospective employer.

B. The vocational counselor will then discuss the job with the applicant, carefully explaining all the details, i.e., benefits and job requirements. If the applicant is interested, a definite interview with the employer will be arranged.

C. At this time, the employer should be made aware of the applicant's qualifications and in the case of a "hard core" applicant, the employer should also be made aware of the applicant's problems.

D. Prior to the interview, the vocational counselor may write a letter of introduction to the employer and furnish the applicant with a copy of same, or in case of "hard core" applicants, may accompany them to the interview.

APPENDIX IV
Continued

E. The counselor will follow up on the results of the interview, and if the applicant has been hired will contact the employer on the date specified to ascertain that the applicant is now employed.

F. The proper dictation will be given to the secretary.

VI. STATUS OF APPLICANTS

A status is assigned to each applicant registered in the Older Worker Program which best describes his case.

A. Active

1. Applicant has been interviewed and is awaiting placement. Job openings are being personally investigated.

2. Applicant is working, but is seeking to be upgraded and in the opinion of the vocational counselor and project director is qualified to be upgraded.

3. Applicant has been accepted for MDTA training or specific employment, and has not yet started.

4. In every instance where follow-up discloses a termination, the applicant becomes active. Contact is made by telephone or letter to ascertain his reason for termination and his interest in future employment.

B. Inactive

1. Applicant wishes to postpone employment for a short period of time (not longer than three weeks).

2. Applicant is obtaining a medical release before placement is possible.

3. Applicant has been referred and must receive an evaluation before placement is possible.

C. Direct Placement

1. Applicant is referred to a job opening by the vocational counselor, accepts the job and starts to work.

2. Applicant is accepted for MDTA course and begins the course.

D. Indirect Placement

1. Applicant who completed application for the Older Worker Program is counseled and afterwards finds a job through his own efforts--not referred by the Older Worker Program vocational counselor (motivation).

E. Case Closed

1. Any "hard core" applicant who is evaluated by Social Services as unemployable, or will not involve himself in a rehabilitative program.

2. An applicant who is unable to accept employment due to a physical or mental disability as specified in a medical evaluation.

3. Applicant fails to respond to two requests either by telephone or letter that he contact the Center to indicate his interest in employment, or applicant agrees to an interview but fails to come in on two occasions without notifying the Center.

4. Applicant informs the Older Worker Program that he or she is not interested in employment.

5. Applicant restricts himself to a field of employment or specific job requirements which are unrealistic.

VII. FOLLOW-UP PROCEDURE

The procedure to be taken by the Older Worker staff in completing the follow-up of an applicant varies with the status of the applicant.

A. Direct Placements

1. Follow-up is made with the employer on a one, three, and six-month basis.

2. At this time, the employer is asked a series of questions pertaining to the applicant, and the completed questionnaire is given to the executive secretary.

3. If the applicant is an alcoholic ("hard core"), the counselor will also contact the agency or rehabilitative program in which he is involved to discuss the applicant's performance on the job, attendance at meetings or interviews, and his progress in rehabilitation.

APPENDIX IV
Continued

B. Terminations

1. In the event of a termination, contact is made with both the employer and the employee. The completed Employer and Employee Questionnaires are given to the executive secretary to be placed in the applicant's folder.

2. The applicant's status is changed to active.

3. The applicant is asked to notify the Center if he is interested in finding employment.

C. Inactive

1. All applicants will be contacted on a bi-monthly basis.

VIII. "HARD CORE" CLASSIFICATION

An applicant is classified as "hard core" if he possesses one or more of the following characteristics:

A. Alcoholism

B. Physical Disability

C. Mental Disability

D. Emotional Disability

E. Questionable Employability

1. unmotivated
2. unrealistic restrictions
3. poor work history (lack of experience)
4. police record
5. language barrier
6. lack of education

IX. REFERRAL PROCEDURE

A. When the applicant indicates a need for referral, the initial interviewer or the vocational counselor will make a determination and will process the referral.

B. The known alcoholic will be referred in every instance to Social Services.

C. If the applicant's work record discloses two or more terminations within a three-month period, the vocational counselor will automatically discuss the case with the program director to determine the need for a referral.

APPENDIX IV
Continued

D. When appropriate, referrals will be made to an outside agency, i.e., Social Security, Welfare, Veterans' Administration, etc.

X. REFERRAL PROCEDURE FOR THE ALCOHOLIC

A. The known alcoholic, in every instance, is referred to Social Services for evaluation before placement action is instituted by the Older Worker Program. If the Social Services evaluation indicates that the applicant is employable, the applicant is then advised by the Older Worker staff that he must:

1. Affiliate himself with an agency or program, i.e., Alcoholics Anonymous or a hospital clinic. The alcoholic applicant who is termed "employable" by Social Services is, at the same time, referred by Social Services to an agency which will be of benefit to him; and,

2. Agree to this mandatory requirement before job placement can be effected and his attendance at the above-named institution or organization must be regular, not periodic at his convenience.

B. When the alcoholic is referred to the Older Worker Program by an outside agency, hospital, clinic or otherwise, this agency will be advised that a medical evaluation must be furnished. The vocational counselor will ask the alcoholic applicant referred by other agencies for an authorization for release of information from the referring agency, clinic or institution.

C. The Older Worker vocational counselor, in every instance, will acquaint the prospective employer as to the background of the applicant.

D. The alcoholic applicant termed "employable" by Social Services who engages in a program as heretofore described, will often be advised that a job of a temporary nature will be effected that may or may not be commensurate with his abilities only for the purpose of his establishing a work record. This factor, coupled with the aspect of making mandatory the applicant's acceptance of clinical and/or other assistance, follows closely the theory advanced by industry wherein the person's job is threatened unless he agrees to take part in a program that will be of benefit to him.

XI. RECORD KEEPING

A. The following forms on applicants will be found in folders and kept in the central office file:

1. Application Form
2. Work History Form
3. Evaluation Form

APPENDIX IV
Continued

4. MT-101 Form
5. Health Questionnaire
6. Reference Check Form
7. Test Results

B. A separate file will show each status and category and skill level of the applicant so that at any given time, an exact account may be made of:

Status
1. active
2. inactive
3. direct placement
4. indirect placement
5. case closed

Hard Core
1. alcoholic
2. physical disability
3. mental disability
4. emotional problems
5. questionable employability
    a. unmotivated
    b. unrealistic restrictions
    c. poor work history
    d. police record
    e. language barrier
    f. lack of education

C. Employer Inquiry Form is used to obtain specific job information from employer.

D. Placement Follow-up - the vocational counselor will make a notation on interview form as to the time of the interview, and will contact employer on that date to ascertain whether the applicant has been hired.

E. As a result of this call, an entry is made in applicant's folder and in the card file on applicant category.

F. The follow-up returns, described in administrative section, are given to the secretary and proper entry is made in applicant's folder and on index card.

G. Applicant placed more than one time - each placement is considered a separate placement for record keeping purposes.

H. Referrals - vocational counselor will complete referral form and will immediately notify executive secretary and forward said referral form to proper service. Secretary will enter referral in referral card file and note date for contact. Form goes into applicant's folder after referral service evaluates the applicant.

I. A weekly compilation will be made by the executive secretary showing number of applicants in each category.

APPENDIX IV
Continued

XII. PROCEDURE FOR JOB LISTING

A. Each opening phoned into the Center will be recorded on the Employer Inquiry Form. All possible data on the job will be entered and a number placed in the upper left-hand corner. Information from the questionnaire will be transcribed to the master sheets of jobs available (male or female) and the corresponding job number entered.

B. Each morning, local papers will be studied for openings with an eye toward particular clients. All possibilities will be checked by phone and entries will be made in the manner described above.

C. Every two weeks, the master sheet will be reviewed and jobs that were entered over 30 days ago will be deleted.

D. Before suggesting job openings to client, each job, regardless of date of entry, will be checked by phone to determine availability.

XIII. POLICY

The policy of the Older Worker Program and any changes, innovations or substitutions thereof will be formulated by the director. Before affecting changes in policy, same will be discussed with the staff.

The policy of the Older Worker Program will conform strictly to the mandate of the Older Worker contract (#32-23-66-92).

Record keeping procedures for carrying out the policy will be the responsibility of the director in conjunction with the staff members designed by him. Any changes in the record keeping will be discussed with all staff members.

APPENDIX V

JOHN F. KENNEDY FAMILY SERVICE CENTER, INC.

27 Winthrop Street

Charlestown, Massachusetts 02129

The Older Worker Training and Employment Program is one of the many services provided by the John F. Kennedy Family Service Center in Charlestown. The services which the Kennedy Center can offer the employer are unique in the State of Massachusetts. We have applicants qualified to fill manual, clerical, technical, professional, and administrative positions. Many of these people have come to us following a plant relocation or shutdown. They have found their age to be a major barrier to employment.

Enclosed is a resume of a well qualified

If you wish to interview this applicant, we would be happy to make the arrangements. The services of our program are free to employer and employee.

Yours truly,

Older Worker Training and Employment Program

/ntm
Enclosure

APPENDIX VI

COMPANY NAME______________________________ CONTACT____________

ADDRESS____

JOB TITLE____

PLEASE LIST SPECIFIC RESPONSIBILITY IN DETAIL:

____

____

____

____

____

____

1. Standing____________________
2. Sitting_____________________
3. Walking_____________________
4. Shifts______________________
5. Lifting_____________________
6. Days________________________
7. Nights______________________
8. Indoors_____________________
9. Outdoors____________________

SALARY

Hired over 45 years______________
Hours____________________________
Full or Part-Time________________
Union____________________________
Education Required_______________
Training Program_________________

FRINGE BENEFITS

Insurance________________________
Pension__________________________
Profit Sharing___________________
Vacation_________________________
Other____________________________
____

APPENDIX VII

VARIABLES	DIRECT PLCMTS.	INDIRECT PLCMTS.	DIRECT & INDIRECT	CASE CLOSED
Sex				
Male	107 or 61.85%	157 or 73.02%	44 or 61.11%	233 or 71.3%
Female	66 or 38.15%	58 or 26.98%	28 or 38.89%	94 or 28.7%
Residence				
Target	73 or 42.2%	50 or 23.26%	21 or 29.17%	109 or 33.3%
Non-Target	100 or 57.8%	165 or 76.74%	51 or 70.83%	217 or 66.4%
Marital Status				
Married	85 or 49.13%	131 or 60.93%	39 or 54.17%	166 or 50.8%
Single	34 or 19.63%	40 or 18.60%	15 or 20.83%	72 or 22.0%
Divorced	10 or 5.78%	7 or 3.26%	5 or 6.94%	20 or 6.1%
Separated	5 or 2.89%	10 or 4.65%	3 or 4.17%	20 or 6.1%
Widowed	38 or 21.97%	27 or 12.56%	10 or 13.89%	48 or 14.7%.
Age	60.32 mean	58.22 mean	57.13 mean	
45-50	21 or 12.14%	38 or 15.36%	17 or 23.61%	47 or 14.4%
51-55	27 or 15.61%	48 or 22.34%	16 or 22.23%	51 or 15.7%
56-60	37 or 21.39%	45 or 20.94%	14 or 19.46%	68 or 20.9%
61-65	41 or 23.70%	40 or 18.61%	11 or 15.29%	54 or 16.6%
66-70	32 or 18.49%	34 or 15.82%	11 or 15.28%	79 or 24.0%
71-75	11 or 6.36%	10 or 4.66%	2 or 2.78%	19 or 5.7%
76-79	4 or 2.32%	- -	1 or 1.39%	9 or 2.2%
Education	10.49 mean	11.83 mean	10.84 mean	
1-8	52 or 30.05%	59 or 18.25%	16 or 22.23%	81 or 24.6%
9-11	43 or 24.85%	36 or 16.75%	25 or 34.72%	81 or 24.7%
12-15	67 or 38.74%	18 or 45.59%	25 or 34.73%	123 or 30.9%
15 & over	11 or 6.26%	42 or 19.55%	6 or 8.33%	39 or 10.2%
Health				
Excellent	60 or 34.68%	97 or 45.12%	34 or 47.22%	114 or 34.9%
Good	87 or 50.29%	97 or 45.12%	32 or 44.44%	164 or 50.2%
Fair	23 or 13.29%	19 or 8.84%	6 or 8.33%	43 or 13.1%
Poor	2 or 1.16%	1 or .47%	- -	3 or .9%
Non-Hard Core	80 or 50.29%	142 or 66.05%	34 or 47.22%	101 or 33.9%
Hard Core	49.71%	33.95%	52.78%	66.1%
Alcoholic	26 or 15.03%	13 or 6.05%	11 or 15.28%	53 or 16.2%
Phys. Dis.	26 or 15.03%	31 or 14.42%	10 or 13.89%	64 or 19.6%
Mental Dis.	2 or 1.16%	- -	- -	4 or 1.2%
Emotional Prob.	5 or 2.89%	6 or 2.79%	7 or 9.72%	15 or 4.6%
Age	1 or .58%	- -	- -	2 or .6%
Unmotivated	3 or 1.73%	3 or 1.40%	2 or 2.78%	20 or 6.1%
Unrealistic Rest.	2 or 1.16%	1 or .47%	- -	7 or 2.1%
Poor Wk. Record	1 or .58%	3 or 1.40%	1 or 1.39%	3 or .9%
Police Record	1 or .58%	1 or .47%	2 or 2.78%	3 or .9%

APPENDIX VII
Continued

VARIABLES	DIRECT PLCMTS	INDIRECT PLCMTS.	DIRECT & INDIRECT	CASE CLOSED.
Language or Education	1 or .58%	2 or .93%	1 or 1.39%	1 or .3%
Alcoholic/ Mental Disability	- -	- -	- -	5 or 1.5%
Alcoholic/police record	1 or .58%	2 or .93%	- -	4 or 1.2%
Alcoholic/phys. disability	5 or 2.81%	2 or .93%	1 or 1.39%	11 or 3.4%
Alcoholic - Emotional	3 or 1.73%	4 or 1.86%	- -	.9%
Alcoholic, phys. dis., emotional	- -	1 or .47%	- -	1 or .3%
Alc., Questionable Employability, Unmotivated	- -	- -	1 or 1.39%	2 or .6%
Phys. Disability, Emotional	- -	- -	- -	6 or 1.8%
Phys. Dis., Ques. Empl., unmotiv.	2 or 1.16%	- -	- -	3 or .9%
Phys. Dis., Ques. Empl., p/w/hist.	1 or .58%	1 or .47%	- -	1 or .3%
Phys. Dis., Ques. Empl., education	1 or .58%	- -	1 or 1.39%	2 or .6%
Phys. Dis., Police Record	- -	- -	- -	2 or .6%
Emot. Prob., Ques. Empl., unmotivated	2 or 1.16	1 or .47%	- -	4 or 1.2%
Emot. Prob., Ques. Empl., unrealistic	- -	1 or .47%	- -	- -
Mental Disability, Alcoholic	- -	1 or .47%	1 or 1.39%	- -
Source of Income	- -	- -	- -	- -
None	62 or 35.84%	93 or 43.26%	26 or 36.11%	116 or 35.5%
S.S.	24 or 13.87%	26 or 12.09%	13 or 18.06%	51 or 15.6%
Welfare, OAA	5 or 2.89%	5 or 2.33%	3 or 4.17%	13 or 4.0%
Pension	20 or 11.56%	18 or 8.37%	4 or 5.56%	30 or 9.2%
Disability	6 or 4.47%	10 or 4.65%	2 or 2.78%	12 or 3.7%
Own Salary	6 or 3.47%	14 or 6.51%	4 or 5.56%	16 or 4.9%
Spouse Salary	18 or 10.40%	10 or 4.65%	8 or 11.11%	19 or 5.8%
Unemployment	7 or 4.05%	16 or 7.44%	5 or 6.94%	18 or 5.5%
S.S. & Pension	15 or 8.67%	12 or 5.58%	2 or 2.78%	36 or 11.0%
Other Combination	8 or 4.62%	8 or 3.72%	4 or 5.56%	14 or 4.3%
Amount of Income				
None	60 or 34.68%	92 or 42.79%	27 or 37.50%	117 or 35.8%
$50 or less	4 or 2.31%	1 or .47%	- -	6 or 1.8%

APPENDIX VII
Continued

VARIABLES	DIRECT PLCMTS.	INDIRECT PLCMTS.	DIRECT & INDIRECT.	CASE CLOSED
$50. or more	10 or 5.78%	12 or 5.58%	8 or 11.11%	25 or 7.6%
$100 or more	30 or 17.34%	33 or 15.35%	12 or 16.67%	55 or 16.8%
$150 or more	16 or 9.25%	16 or 7.44%	7 or 9.72%	24 or 7.3%
$200 or more	10 or 5.78%	15 or 6.98%	1 or 1.39%	16 or 4.9%
$250 or more	1 or .58%	6 or 2.79%	3 or 4.17%	11 or 3.4%
$300 or more	6 or 3.47%	7 or 3.26%	- -	13 or 4.0%
$400 or more	3 or 1.73%	6 or 2.79%	3 or 4.17%	10 or 3.1%
$500 or more	4 or 2.31%	5 or 2.33%	1 or 1.39%	14 or 4.3%
Primary Skill Level				
Prof'l & Mgr'l	7 or 4.05%	26 or 12.09%	4 or 5.56%	26 or 8.0%
Middle Management	3 or 1.73%	33 or 15.35%	6 or 8.33%	26 or 8.0%
Clerical, Sales	14 or 8.09%	34 or 15.81%	5 or 6.94%	21 or 6.4%
Skilled	9 or 5.20%	15 or 6.98%	2 or 2.78%	21 or 6.4%
Semi-Skilled	21 or 12.14%	15 or 6.98%	7 or 9.72%	33 or 10.1%
Menial Clerical	37 or 21.39%	26 or 12.09%	12 or 16.67%	45 or 13.8%
Service-Protective and Health	10 or 5.78%	8 or 3.72%	- -	13 or 4.0%
Service-Food	9 or 5.02%	6 or 2.79%	6 or 8.33%	17 or 5.2%
Service-Building	27 or 15.61%	11 or 5.12%	7 or 9.72%	35 or 10.7%
Unskilled	36 or 20.81%	41 or 10.07%	23 or 31.94%	90 or 27.5%
Last Skill Level				
Prof'l & Mgr'l	6 or 3.47%	25 or 11.63%	2 or 2.78%	20 or 6.1%
Middle Management	6 or 3.47%	35 or 16.28%	6 or 8.33%	31 or 9.5%
Clerical, Sales	13 or 7.51%	31 or 14.42%	6 or 8.33%	26 or 8.0%
Skilled	8 or 4.62%	15 or 6.98%	2 or 2.78%	16 or 4.9%
Semi-Skilled	20 or 11.56%	12 or 5.58%	4 or 5.56%	29 or 8.9%
Menial Clerical	29 or 16.76%	31 or 14.42%	11 or 15.28%	38 or 11.6%
Service-Protective and Health	7 or 4.05%	8 or 3.72%	3 or 4.17%	9 or 2.8%
Service-Food	8 or 4.62%	6 or 2.79%	5 or 6.94%	19 or 5.8%
Service-Building	31 or 17.92%	17 or 7.91%	9 or 12.50%	48 or 14.7%
Unskilled	45 or 26.01%	35 or 16.28%	24 or 33.33%	91 or 27.8%
Status				
Direct Plcmt.	74 or 42.77%	4 or 1.86%	6 or 8.33%	- -
Indirect Plcmt.	2 or 1.16%	147 or 68.37%	33 or 45.83%	- -
Active	7 or 4.05%	4 or 1.86%	2 or 2.78%	- -
Inactive	9 or 5.20%	5 or 2.33%	1 or 1.39%	- -
Retired	5 or 2.89%	6 or 2.79%	2 or 2.78%	- -
Not Interested	13 or 7.51%	2 or .93%	3 or 4.17%	- -
No response	15 or 8.67%	24 or 11.16%	6 or 8.33%	- -
Moved	8 or 4.62%	6 or 2.79%	- -	- -
Over 72 yrs.	2 or 1.16%	1 or .47%	- --	- -
Rehabilitation	8 or 4.62%	3 or 1.40%	8 or 11.11%	- -
Unreal. Restriction	2 or 1.16%	- -	- -	- -
Deceased	4 or 2.31%	1 or .47%	1 or 1.39%	- -
Alcoholic, needs Rehabilitation	9 or 5.20%	- -	3 or 4.17%	- -
Needs Medical	3 or 1.73%	2 or .93%	1 or 1.39%	- -
Phys. Unable	12 or 6.94%	10 or 4.65%	6 or 8.33%	- -

"Old age begins at 45—if you are looking for a job.

"For reasons not established, Massachusetts ranks among the highest states for unemployment in this age category at almost twice the national average, despite the Commonwealth's unprecedented economic boom.

"The malaise of the older American is often reflected in reduced income, ill health, physical and mental handicaps, panic, difficult living arrangements, loss of family and friends, loneliness and lack of worthwhile activity.

"Suffering these plights, this 'silent multitude' represents a rapidly growing national constituency often unheard, untended and unwanted."

Joseph Vilimas, Jr.
Special Assistant to the President
for External Affairs
Boston College
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